



# BUREAU OF EDUCATION, INDIA

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## EDUCATION IN INDIA

1938-39



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**PREFACE.**

Since I hope that this report will be published very shortly after the report for 1937-38 I need not repeat here the explanation already given of the delay in its appearance or the changes I have in mind in connection with future reports. It only remains for me to express my sincere gratitude once again to the Directors of Public Instruction and other officers who have been responsible for supplying the great bulk of the material upon which this report is based.

**JOHN SARGENT,**

*Educational Commissioner with  
the Government of India,*





# EDUCATION IN INDIA

## IN

### 1938-39.

#### I.—*General Summary.*

The year under report witnessed a certain amount of progress in most directions.

The Bengal report begins: "Although the economic depression, serious floods and the consequent failure of crops cast dark shadows across the year 1938-39, the level of achievement reached in the previous year was maintained and a considerable amount of thoughtful preparation was made for the development of new schemes and improvements in the field of education".<sup>1</sup> In a similar strain, the Sind report remarks that "in spite of the apathy of people in the rural areas towards education, depression in trades, unemployment and financial difficulties, the progress during the year has been satisfactory".<sup>2</sup> The retarding effect of financial stringency was still only too evident, for instance the Punjab reports that "the demand for education far exceeds the facilities provided by Government, local bodies and recognised public schools",<sup>3</sup> and that the "progress would have been more marked but for paucity of funds".<sup>4</sup>

The most important event of the year has been the inauguration in many areas of experiments along the lines advocated in what is popularly known as the Wardha education scheme. A full account of the activities of the provinces in this respect is given in the chapter on "Primary Education". The report of the Sub-Committee of the Central Advisory Board of Education, which was appointed at the third meeting held in January 1938, "to examine the scheme of educational reconstruction incorporated in the Wardha scheme in the light of the Wood-Abbott Report on General and Vocational Education and other relevant documents and to make recommendations" was considered by the Board at its fourth meeting held during the year under review (December 1938). The Board generally adopted all the recommendations made by the sub-committee, and decided that a copy of the report, together with a summary of the discussion, should be forwarded to Provincial Governments for their consideration and for such action as they might consider necessary.

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<sup>1</sup> Bengal, page 1.

<sup>2</sup> Sind, page 9.

<sup>3</sup> Punjab, page 6.

<sup>4</sup> Punjab Government Resolution (1938-39), page 3.

As it was felt that certain points arising in connection with the Wardha scheme required further consideration the Board appointed another committee to examine these. This committee met after the close of the year under review and its report will be dealt with in a subsequent report.

Other salient features of the year in the field of education are recorded in the succeeding sub-paragraphs.

In Madras, Hindustani was introduced as a compulsory subject in Forms I to III in all Government secondary schools and in 100 selected secondary schools under private management; a Bill to amend the Madras Elementary Education Act with a view to establishing District Educational Councils was passed and rules were framed for the improvement of the conditions of service of teachers in elementary schools under private management; service registers for teachers were also prescribed.

In Bombay, the reports of the Adult Education Committee, the Vocational Training Committee and the Primary Teachers' Training Committee were issued during the year and three Boards were set up, viz. (i) the Board of Secondary Education, to advise Government on general questions concerning secondary education and the introduction of vocational subjects in secondary schools, (ii) the Board of Physical Education, to advise Government on all matters pertaining to the physical education of children of school-going age and others, and (iii) the Provincial Board of Adult Education, to advise Government on all matters pertaining to adult education. A special officer to organise the work of introducing the Basic Education scheme was appointed, and an Advisory Committee for Basic Education was constituted. Hindustani was recognised as one of the regional languages of the province and the Hindustani School Book Committee to consider the provision of text books in Hindustani was appointed.

In Bengal, District Organisers of Physical Education were posted to all districts in connection with the Youth Welfare Movement; Physical Training Camps were established for school teachers; revised curriculum for primary schools, covering a course of four years instead of five, was published; and a series of valuable reports on girls' education in Bengal, on the deprovincialisation of Government colleges, on new rates of pay for the subordinate educational services, on scales of pay for gazetted educational officers and on the reorganisation of the Inspectorate were issued during the year under report.

In the United Provinces, the year 1938-39 was devoted mainly to preparing reorganisation. Various committees were set up to examine the whole field of education with a view to suggesting what changes were necessary and how they were to be carried out. The first of these was the Secondary and Primary Education Reorganisation Committee consisting of members of both Houses of Legislature, educationists and officials; the second was the 'ities' Reorganisation Committee. Other committees dealt

with Sanskrit studies, the reorganisation of the Sanskrit College, Benares, and the question of the type of physical training (including military training) to be given in secondary institutions.

In Bihar, an important event of the year was the adoption of a resolution moved in the Legislative Assembly which asked Government to make adequate provision for military training in schools and colleges and to establish a separate military school.

In the Central Provinces, a Central Board of Physical Welfare was constituted and a Chief Organiser appointed. The scheme for the establishment of Vidya Mandirs also came into effect during the year.

In Sind, a committee of experts was appointed to make suggestions for overhauling the whole educational system with a view to giving vocational bias to education in ordinary schools as well as providing some technical and industrial schools. The Orissa Government set up a Board of Basic Education during the year under report.

Satisfactory progress was recorded in other directions also. The percentage of pupils under instruction to the total population advanced from 5.18 to 5.41 in recognised institutions and from 5.38 to 5.64 in all kinds of institutions. The percentage of male scholars to male population improved from 8.16 to 8.56, and of female scholars from 2.42 to 2.52. The wastage percentage in primary classes decreased from 70 to 69 in the case of boys and from 84 to 83 in the case of girls. 22,000 additional boys and 16,000 more girls as compared with the previous year reached the stage of literacy. Enrolment increased at all stages of education, the total increase exceeding by over 2.3 lakhs of pupils the increase recorded during the previous year, which was the largest during the last nine years. The policy of eliminating inefficient and uneconomical schools was continued with success. Even more striking progress was made in adult education. Women's education also showed considerable improvement. Educationally backward communities advanced and progress in physical training, playing of games and medical inspection was also registered,

As it was felt that certain points arising in connection with the Wardha scheme required further consideration the Board appointed another committee to examine these. This committee met after the close of the year under review and its report will be dealt with in a subsequent report.

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TABLE I.—Total number of institutions (for boys and girls), 1938-39.

Province.	No. of RECOGNISED INSTITUTIONS.			No. of UNRECOGNISED INSTITUTIONS.			TOTAL No. OF INSTITUTIONS.		
	1937-38.	1938-39.	Increase (+) or Decrease (-).	1937-38.	1938-39.	Increase (+) or Decrease (-).	1937-38.	1938-39.	Increase (+) or Decrease (-).
Madras . . . . .	45,511	43,371	-2,143	717	518	-199	46,231	43,889	-2,342
Bombay . . . . .	11,306	18,211	+3,845	674	518	-156	15,010	18,729	+3,689
Bengal . . . . .	66,935	62,529	-3,706	1,250	1,738	+478	67,405	64,267	-3,228
United Provinces . . . . .	22,407	25,062	+2,655	2,204	2,877	+613	24,671	27,939	+3,265
Punjab . . . . .	11,886	11,931	+48	6,501	7,091	+590	18,427	19,025	+598
Bihar . . . . .	22,353	22,873	+520	2,328	2,151	-177	24,681	25,324	+643
Central Provinces and Berar . . . . .	5,776	5,952	+176	572	665	+93	6,348	6,617	+269
Azam . . . . .	7,983	8,297	+314	903	1,311	+408	8,886	9,608	+722
North-West Frontier Province . . . . .	1,017	1,091	+74	103	109	+6	1,150	1,200	+110
Sind . . . . .	2,609	2,812	+143	571	657	+86	3,210	3,469	+259
Orissa . . . . .	7,915	7,018	-897	815	1,101	+286	8,730	9,019	+289
Coorg . . . . .	129	120	-9	8	8	..	137	128	-9
Delhi . . . . .	312	343	+31	63	130	+67	405	473	+68
Ajmer-Merwara . . . . .	355	301	-54	92	75	-17	417	336	-81
Baluchistan . . . . .	103	104	+1	..	..	..	103	104	+1
Bangalore . . . . .	106	90	-16	3	3	..	103	90	-13
Minor Administrations . . . . .	117	118	+1	12	12	..	129	130	+1
INDIA . . . . .	206,217	211,102	+4,885	17,030	19,354	+2,318	226,253	230,546	+4,293

N.B.—This table excludes the 6 Boards of Secondary and Intermediate Education in certain provinces.

*Institutions.*—The total number of institutions increased by 4,293 to 230,546 during the year under report, which more than made up for the decrease of 1,702 institutions during the previous year. There was an increase in numbers in all the provinces except in Madras, Bengal, Coorg, Ajmer-Merwara and Bangalore. In the first two, the fall was the outcome of the policy of closing down inefficient and uneconomical elementary schools, in Coorg it was due to the closing down of 8 girls' primary schools for the sake of economy, in Ajmer-Merwara 17 unrecognised institutions were closed, and in Bangalore 3 primary schools and one special school for girls ceased to exist. The increases of 3,689 and 3,265 institutions in Bombay and the United Provinces can be accounted for mainly by the opening of a number of voluntary primary schools and by the introduction of the schemes for expanding adult education. The opening of 500 unrecognised institutions in the Punjab was largely responsible for the increase in the total number of institutions in that province, and similarly in Assam where the opening of 408 additional unrecognised institutions and over 230 additional primary schools contributed to a total increase of 722.

Whereas the rise in the number of unrecognised institutions amounted to 2,318 in all, that in the case of recognised institutions was 1,976 only. The increases or decreases in recognised institutions are given below:—

Arts colleges . . . . .	+10
Professional colleges . . . . .	+4
Secondary schools . . . . .	+382
Special schools . . . . .	+3,417
Primary schools . . . . .	-1,838

The big fall in primary schools was due to the closing down of not less than 4,000 primary schools in Bengal.

According to management, the distribution of the increase in recognised institutions was as follows:—

Government . . . . .	+820
Local Bodies . . . . .	+2,254
Private . . . . .	-1,039



TABLE II.—Total number of pupils (boys and girls), 1938-39.

Province.	IN RECOGNISED INSTITUTIONS.			IN UNRECOGNISED INSTITUTIONS.			IN ALL INSTITUTIONS.			PERCENTAGE OF PUPILS TO POPULATION.	
	1937-38.	1938-39.	Increase (+) or Decrease (-) between 1937-38 and 1938-39.	1937-38.	1938-39.	Increase (+) or Decrease (-) between 1937-38 and 1938-39.	1937-38.	1938-39.	Increase (+) or Decrease (-) between 1937-38 and 1938-39.	1937-38.	1938-39.
Madras . . . . .	3,100,110	3,204,263	+14,144	26,752	18,280	-8,403	3,180,871	3,222,552	+35,681	7.3	7.3
Bombay . . . . .	1,305,425	1,536,703	+271,338	37,970	20,078	-8,208	1,403,401	1,506,441	+163,040	7.8	8.7
Bengal . . . . .	3,315,031	3,401,110	+85,470	65,029	85,178	+20,149	3,380,060	3,480,288	+105,028	6.7	7.0
United Provinces . . . . .	1,020,722	1,757,210	+130,494	72,112	94,302	+21,980	1,093,134	1,854,008	+158,474	3.5	3.8
Punjab . . . . .	1,155,573	1,184,872	+29,299	140,888	100,072	+13,784	1,302,401	1,345,544	+13,033	5.5	5.7
Bihar . . . . .	1,005,005	1,001,245	+56,240	70,720	76,305	+5,009	1,075,731	1,137,040	+61,909	3.3	3.5
Central Provinces and Berar . . . . .	400,992	505,124	+14,132	22,053	23,004	+2,351	513,045	530,128	+16,483	3.3	3.4
Assam . . . . .	450,306	485,992	+20,680	37,899	58,028	+20,729	494,205	544,020	+50,415	5.7	6.3
North-West Frontier Province . . . . .	90,106	103,418	+7,312	5,402	5,644	+142	101,508	108,903	+7,154	4.3	4.5
Sind . . . . .	101,340	204,024	+13,555	9,016	10,480	+870	200,085	215,410	+14,425	5.3	5.5
Orissa . . . . .	318,334	325,509	+7,295	18,187	23,803	+5,616	330,521	340,402	+12,881	4.2	4.3
Coorg . . . . .	12,183	11,078	-505	200	241	+32	12,392	11,910	-473	7.0	7.3
Delhi . . . . .	49,431	52,524	+3,093	2,143	4,120	+1,977	51,574	50,644	+5,070	8.1	8.0
Almer-Merwara . . . . .	26,327	25,874	+547	4,210	3,700	-420	29,540	29,673	+127	5.3	5.3
Yalochistan . . . . .	6,082	8,077	+1,395	..	..	..	6,082	8,077	+1,297	1.4	1.7
Bangalore . . . . .	18,081	17,760	-321	445	420	-25	18,526	18,180	-610	13.8	13.0
MUor Administrations . . . . .	23,201	24,733	+1,472	802	704	-8	24,003	25,527	+1,404	13.3	14.1
BRITISH INDIA . . . . .	18,310,547	13,911,172	600,025	521,358	507,443	+70,085	13,831,005	14,508,015	+679,710	5.4	5.0

TABLE III.—Distribution of pupils (boys and girls), in recognised institutions, 1938-39.

Province.	No. of pupils in Universities (e).	No. of pupils in institutions for males.						No. of pupils in institutions for females.						Grand Total.		
		In Arts Colleges.	In Professional Colleges.	In High Schools.	In Middle Schools.	In Primary Schools.	In Special Schools.	Total.	In Arts Colleges.	In Professional Colleges.	In High Schools.	In Middle Schools.	In Primary Schools.		In Special Schools.	Total.
Madras . . . . .	875	12,782	2,530	181,346	27,830	2,613,020	33,581	2,771,707	725	92	23,785	8,273	302,400	6,106	431,681	3,204,203
Bombay . . . . .	110	10,798	4,403	104,698	23,462	1,120,836	42,121	1,315,318	..	..	19,551	4,545	122,892	4,393	221,226	1,536,765
Bengal . . . . .	2,930	20,181	6,148	328,393	206,405	2,100,041	182,546	2,888,714	1,800	63	25,624	14,870	401,702	5,590	509,160	3,401,110
United Provinces . . . . .	6,892	9,478	5,642	98,110	118,047	1,268,706	100,721	1,600,707	519	9	11,717	53,214	78,104	1,054	149,017	1,757,216
Punjab . . . . .	12	15,275	2,370	102,282	420,010	389,929	12,520	909,386	636	120	12,558	50,920	118,095	3,115	185,471	1,184,872
Bihar . . . . .	..	4,461	690	67,472	114,962	776,233	21,107	985,925	..	..	3,503	8,168	63,522	822	76,020	1,061,245
Central Provinces and Berar . . . . .	..	2,997	773	12,942	103,743	328,402	4,081	453,030	79	..	740	9,821	40,724	730	62,091	503,124
Assam . . . . .	..	2,809	75	32,583	62,553	332,053	5,986	436,749	101	..	5,163	7,357	36,326	296	40,243	485,002
North-West Frontier Province . . . . .	..	900	..	18,330	20,162	37,785	98	86,275	..	..	708	6,869	9,517	49	17,143	103,418
Sind . . . . .	..	1,578	285	15,761	6,764	141,235	2,311	167,934	..	..	3,765	905	31,993	337	36,990	201,924
Orissa . . . . .	..	858	23	10,998	20,730	270,826	3,098	306,548	7	..	663	2,187	16,008	90	19,051	323,599
Coorg . . . . .	..	..	..	856	..	10,310	..	11,166	..	..	157	..	55	..	512	11,678
Delhi . . . . .	85	2,210	..	10,115	8,622	16,114	688	37,749	185	132	2,100	3,781	8,131	202	14,690	52,521
Ajmer-Merwara . . . . .	..	342	..	4,612	2,090	13,201	755	21,040	..	..	518	306	4,001	9	4,831	25,874
Baluchistan . . . . .	..	..	..	2,870	908	2,840	..	6,024	..	..	543	566	341	..	1,453	8,077
Bangalore . . . . .	..	405	..	2,701	2,372	5,351	70	10,902	..	..	2,007	1,319	3,469	33	6,858	17,760
Minor Administrations . . . . .	..	6	..	6,897	2,564	7,004	550	16,501	..	..	1,848	1,369	4,857	98	8,172	24,733
BRITISH INDIA . . . . .	10,919	94,189	23,256	1,030,909	1,150,272	9,407,782	380,236	12,115,035	3,733	416	115,341	170,500	1,462,203	23,334	1,781,618	13,911,472

*Pupils.*—With an increase of 676,710 pupils—the largest increase during the last twelve years and more than that of the previous year by over 2·3 lakh pupils—the total enrolment went up to 14,508,615. All the provinces recorded satisfactory increases except Coorg and Bangalore where the numbers fell by 473 and 346 pupils respectively. The increase in the number of pupils in unrecognised institutions amounted to 76,085 pupils. The only substantive decrease in numbers in these institutions were: Madras 8,463, Bombay 8,298, Ajmer-Merwara 420. The increase of 600,625 pupils in recognised institutions is satisfactory and compares favourably with that of 422,458 pupils during the previous year. Again except for Coorg and Bangalore, all the provinces shared in the increase, which was largest in Bombay (171,338), United Provinces (136,494), Bengal (85,479), Bihar (56,240) and Madras (44,144). Elsewhere it was less than 30,000 pupils.

A reference to the first summary table in \*Appendix III will show that all kinds of institutions except professional colleges for women, and primary schools for girls, which registered reductions of 2 and 24,203 pupils respectively, contributed towards the increase. The extent to which the increase was distributed over all stages of education both for boys and girls, is indicated below:—

TABLE IV.

Stage.	Males.	Females.
Collegiate stage . . . .	6,183*	1,254*
Secondary stage . . . .	67,145	17,098
Primary stage . . . .	284,705	97,030
Professional colleges . . .	1,526	124
Special schools . . . .	120,214	5,363

\* Includes those reading in the Oriental Colleges.

While these figures are gratifying, they do not suggest that the expansion of education among girls is as yet overtaking that among boys.

The figures in columns 11 and 12 of table II give the comparative percentages of pupils to population for the years 1937-38 and 1938-39. As they are calculated on the population figures of the 1931 census, they do not indicate the exact degree to which leeway has yet to be made up. They, however, show that the position is generally improving but that Baluchistan, Central Provinces, Bihar, United Provinces, Orissa, North-West Frontier Province are still backward in their educational provision nor can the situation in Ajmer-Merwara, Sind and Punjab and to a lesser extent also in Assam be described as satisfactory. As 12 per cent. of the total population is usually taken as the population of the school-going age (6-11 years), it is reasonable to take 15 per cent. (roughly) of the population as the number which should

\* Printed separately.

be receiving education in all kinds of institutions and at all stages of education. On this basis, it will be found that in Bombay 6·3 per cent., in Madras 7·7 per cent., in Bengal 8 per cent., in Assam 8·7 per cent., Punjab 9·3 per cent., Sind 9·5 per cent., North-West Frontier Province 10·5 per cent., United Provinces 11·2 per cent., Bihar 11·5 per cent. and Central Provinces 11·6 per cent. of the school population have yet to be brought under instruction.

There is still a great disparity between the educational facilities for males and females and as the latter must quadruple their rate of educational progress before they can reach the level of their brothers, the percentages given above and those in columns 11 and 12 of table II are not really indicative of the backwardness of the education of boys. The following percentages for the main provinces and Delhi, among the Centrally Administered Areas, show how much ground yet remains to be covered in the education of boys.

TABLE V.

Province.	Percentage of population yet to be brought under instruc- tion.
	Per cent.
Madras . . . . .	4·7
Bombay . . . . .	2·3
Bengal . . . . .	4·5
United Provinces . . . . .	8·7
Punjab . . . . .	6·7
Bihar . . . . .	8·9
Central Provinces . . . . .	9·4
Assam . . . . .	5·6
North-West Frontier Province . . . . .	8·1
Sind . . . . .	7·6
Orissa . . . . .	7·6
Delhi . . . . .	3·8
BRITISH INDIA . . . . .	6·4

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Bihar . . . . .	8·9	
Central Provinces . . . . .	9·4	
Assam . . . . .	5·6	
North-West Frontier Province . . . . .	8·1	
Sind . . . . .	7·6	
Orissa . . . . .	7·6	
Delhi . . . . .	3·8	
BRITISH INDIA . . . . .	6·4	

TABLE VI.—Total expenditure on education by sources, 1938-39.

Provinces.	EXPENDITURE FROM					Total expenditure.
	Government funds.	Increase (+) or decrease (—) in Govt. funds during 1937-38 and 1938-39.	Local funds.	Fees.	Other sources.	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Madras . . . . .	2,39,40,293	+21,21,100	92,19,697	1,07,18,448	1,12,21,514	5,70,90,942
Bombay . . . . .	1,82,01,839	+23,14,001	67,58,992	1,08,87,453	51,93,002	4,10,37,216
Bengal . . . . .	1,03,55,951	+17,21,176	37,97,784	2,17,03,268	75,36,101	4,09,93,104
United Provinces . . . . .	2,14,81,163	+2,34,596	54,31,910	66,56,106	57,22,350	4,12,92,885
Punjab . . . . .	1,60,97,019	+5,12,823	47,92,823	86,48,419	36,71,675	3,41,00,090
Bihar . . . . .	41,91,252	—6,032	48,73,386	44,85,002	21,85,012	1,63,16,712
Central Provinces and Berar . . . . .	51,46,262	+81,511	32,65,331	21,58,200	10,19,450	1,15,80,249
Assam . . . . .	32,78,273	+67,986	7,92,056	12,62,359	6,50,197	60,22,085
North-West Frontier Province . . . . .	21,15,443	+60,906	4,02,142	4,05,723	3,30,860	32,54,163
Sind . . . . .	30,15,875	+60,616	14,50,002	15,00,324	7,97,811	67,73,912
Orissa . . . . .	27,30,170	+7,45,048	2,00,894	7,14,416	4,59,175	41,91,651
Coorg . . . . .	1,60,155	—13,347	52,018	41,893	6,384	2,60,455
Delhi . . . . .	10,91,348	—26,882	4,57,613	8,06,512	4,32,915	28,31,388
Almer-Merwara . . . . .	4,47,358	—11,746	86,710	2,98,970	2,50,011	10,33,049
Baluchistan . . . . .	3,53,701	+21,406	20,714	68,087	60,322	5,02,854
Bangalore . . . . .	3,24,510	+2,003	60,500	3,60,177	2,94,146	10,38,372
Minor Administrations . . . . .	4,08,010	+24,780	67,989	4,08,122	4,04,251	13,40,914
	12,22,59,544	+52,20,907	4,18,27,355	7,32,20,410	4,06,02,179	27,91,90,408
1938-39 . . . . .	11,43,12,611	..	4,27,11,053	7,08,03,068	4,20,36,832	26,98,64,484
1937-38 . . . . .	11,80,83,655	..	3,83,92,241	6,76,72,204	3,90,68,864	26,40,17,804
1936-37 . . . . .	11,29,70,830	..	3,00,50,379	6,51,30,893	3,06,06,378	25,71,06,470
1935-36 . . . . .	11,04,04,875	..	3,72,53,004	6,33,64,718	3,80,46,730	25,01,34,207
1934-35 . . . . .	10,49,36,207	..	3,72,14,074	6,12,13,410	3,80,81,155	24,54,44,500
1933-34 . . . . .						

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TABLE VII.—General summary of expenditure on education, 1938-39.

Province.	TOTAL EXPENDITURE.			PERCENTAGE OF EXPENDITURE FROM (1938-39).				AVERAGE ANNUAL COST PER SCHOLAR FROM (1938-39).				
	1937-38.	1938-39.	Increase (+) or decrease (—) between 1937-38 and 1938-39.	Govern-ment funds.	Local funds.	Fees.	Other sources.	Govern-ment funds.	Local funds.	Fees.	Other sources.	Total cost per pupil.
	Rs.	Rs.	Rs.					Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.	Rs. A. P.
Madras . . . . .	5,64,03,106	6,70,99,942	+6,90,746	45.4	16.2	18.8	19.7	8 1 2	2 13 11	3 5 4	3 7 10	17 12 2
Bombay . . . . .	3,86,17,251	4,10,37,270	+24,19,995	44.4	16.5	26.5	12.6	12 0 0	9 0 0	5 0 0	7 0 0	27 0 0
Bengal . . . . .	4,72,50,249	4,68,02,104	+21,33,855	33.1	7.7	43.9	15.3	4 12 9	1 1 7	6 6 5	2 3 2	14 8 0
United Provinces . . . . .	4,08,41,783	4,12,92,525	+4,50,742	52.0	13.2	20.9	13.9	8 14 3	2 4 5	3 4 2	1 5 10	15 12 8
Punjab . . . . .	3,27,46,690	3,41,00,096	+13,53,006	49.8	14.0	25.4	10.8	14 5 0	4 0 9	7 4 9	3 1 7	28 12 7
Bihar . . . . .	1,02,03,776	1,63,16,712	+62,030	27.6	29.9	27.4	15.2	4 10 11	5 1 3	4 10 5	2 0 5	17 0 0
Central Provinces and Berar . . . . .	1,14,15,294	1,15,89,249	+1,73,955	44.4	29.2	18.6	8.8	10 3 0	6 7 5	4 4 4	2 0 4	22 15 1
Assam . . . . .	68,82,140	60,22,085	+1,69,645	34.4	13.1	21.5	11.0	6 12 0	1 10 1	2 10 6	1 5 8	12 0 3
North-West Frontier Province . . . . .	30,97,205	32,54,108	+1,56,903	65.0	12.3	12.5	10.2	18 5 8	3 2 3	4 1 2	2 0 11	27 10 0
Sind . . . . .	64,08,531	67,73,012	+3,65,381	44.6	21.6	22.1	11.7	15 0 0	7 0 0	8 0 0	4 0 0	34 0 0
Orissa . . . . .	40,61,362	41,94,651	+1,33,269	65.1	6.0	17.0	11.0	8 6 2	0 14 4	2 3 1	1 0 7	12 14 2
Coorg . . . . .	2,75,378	2,60,465	—14,883	61.5	20.0	16.1	2.4	13 11 5	4 7 3	3 9 5	0 8 9	22 4 10
Delhi . . . . .	28,41,800	28,31,388	+9,533	37.0	16.7	31.1	15.3	20 12 5	8 10 2	17 1 1	8 6 0	54 13 9
Ajmer-Merwara . . . . .	9,67,483	10,83,049	+1,15,666	41.3	8.0	27.0	23.1	17 0 5	3 5 4	11 9 7	9 8 0	41 12 9
Baluchistan . . . . .	5,26,445	5,02,854	—23,591	70.3	4.1	18.5	12.0	44 5 4	2 9 6	8 8 4	7 8 11	63 0 0
Bangalore . . . . .	9,06,142	10,38,372	+42,230	31.2	6.7	34.7	27.4	18 4 5	3 14 7	20 4 0	10 0 0	38 7 6
Minor Administrations . . . . .	12,60,189	13,40,814	+80,625	30.3	5.0	30.8	34.4	16 8 7	2 11 11	16 8 5	18 12 4	54 9 3
BRITISH INDIA . . . . .	26,98,64,484	27,51,30,462	+52,65,978	44.1	15.0	20.3	14.6	8 12 12	3 0 2	5 4 3	2 14 8	20 0 0



TABLE VIII.—*Distribution of increase in expenditure on education, 1938-39.*

Province.	Government funds.	INCREASE OF EXPENDITURE IN			Total Increase.
		Local funds.	Fees.	Other sources.	
	Rs.	Rs.	Rs.	Rs.	Rs.
Madras . . . . .	+24,24,100	—6,74,270	+6,33,406	—15,80,664	+6,96,746
Bombay . . . . .	+23,14,004	—3,09,669	+7,45,479	—2,30,840	+24,10,065
Bengal . . . . .	+17,21,176	—15,517	+1,53,532	+2,74,664	+21,33,855
United Provinces . . . . .	+2,34,500	+62,855	+1,01,665	+61,726	+4,60,742
Punjab . . . . .	+5,12,823	+3,10,770	+8,44,813	+1,88,501	+13,63,006
Bihar . . . . .	—0,032	—37,745	+2,12,534	—1,45,621	+22,030
Central Provinces and Berar . . . . .	+81,511	+57,600	—1,15,172	+50,026	+1,73,065
Assam . . . . .	+67,086	+47,530	+78,386	—24,257	+1,69,645
North-West Frontier Province . . . . .	+60,000	+62,016	+23,041	+14,071	+1,60,063
Sind . . . . .	+66,616	+2,10,350	+1,05,138	—25,723	+3,65,331
Orissa . . . . .	+7,45,948	—5,00,351	+9,827	—23,155	+1,33,269
Coorg . . . . .	—13,347	—387	—1,360	+211	—14,833
Dellal . . . . .	—26,882	+27,004	+60,054	—50,592	+30,588
Ajmer-Merwara . . . . .	—11,746	—173	+93,380	+34,390	+1,15,566
Baluchistan . . . . .	+21,406	—28,178	+5,384	—2,207	—23,591
Bangalore . . . . .	+2,003	+9,605	+11,810	+17,343	+42,240
Minor Administrations . . . . .	+24,780	—870	+23,623	+42,083	+80,625
BRITISH INDIA	+82,20,007	—8,73,698	+24,16,452	—14,34,653	+83,35,009

*Expenditure.*—The total expenditure on education in British India increased by Rs. 83·4 lakhs to Rs. 27,81,99,492 during the year under review, the increase in expenditure during the previous year being Rs. 58·9 lakhs only. The total expenditure is still less by Rs. 49·6 lakhs than that in 1930-31 when the expenditure was the highest yet recorded.

Expenditure was up in all the provinces except Coorg and Baluchistan, where the decreases of 15 and 24 thousand rupees were due to the closing of girls' primary schools in one case and, substantial reduction in receipts from "other sources" in the other. Bombay led all the provinces in recording the largest increase of Rs. 24·2 lakhs followed by Bengal with Rs. 21·3 lakhs, Punjab with Rs. 13·6 lakhs, Madras with Rs. 6·97 lakhs and Sind with Rs. 3·65 lakhs. In the others the increase was less than 2 lakhs of rupees.

Expenditure under the various heads is given in the summary table of expenditure in \*Appendix III. Of the increase, Rs. 58·27 lakhs were spent on institutions for males and Rs. 6·08 lakhs on institutions for females. Last year, the corresponding distribution of increases was Rs. 44·05 lakhs and Rs. 15·83 lakhs respectively. The obvious deduction is that the education of girls is still not receiving the attention which it deserves.

As in the previous year, all kinds of institutions, except professional colleges for women, shared in the increase. The secondary schools' share in the increase in expenditure was Rs. 27·3 lakhs, while that of primary schools was Rs. 26·3 lakhs. These figures are better than of the previous year, viz., Rs. 27·7 and 19 lakhs respectively. The following table showing the percentage distribution of expenditure under the various heads of education for boys

and girls together is interesting, but it is defective to the extent that it does not take into account the number of pupils reading in primary classes of secondary schools, and in the higher classes or intermediate colleges.

TABLE IX.

Heads.	1937-38.	1938-39.
	Per cent.	Per cent.
University and college education . . . . .	12.4	12.3
Secondary education . . . . .	30.3	30.3
Primary education . . . . .	31.0	30.8
Special education, training of teachers, Engineering, etc. . . . .	8.2	9.4
Buildings and equipment . . . . .	5.1	5.3
Direction . . . . .	0.7	0.6
Inspection . . . . .	3.5	3.3
Miscellaneous (scholarship, etc.) . . . . .	8.0	7.7

Of the total expenditure on education, 44.1 per cent. was contributed by Government, 15 per cent. by local bodies, 26.3 per cent. met from fees and 14.6 per cent. from "other sources", which include endowments and benefactions. The corresponding percentages for the previous year were—

	Per cent.
Government funds . . . . .	42.8
Local funds . . . . .	15.8
Fees . . . . .	26.3
Other sources . . . . .	15.6

Thus the share of Government in the total educational expenditure increased, fees remained unchanged and the contribution from local bodies and "other sources" decreased.

The provincial percentages given in Table No. VII show that Baluchistan is the area where Government meets the largest percentage of expenditure (70.3 per cent.), next in order being Orissa (65.1 per cent.), North-West Frontier Province (65.0 per cent.), Coorg (61.5 per cent.), Assam (54.4 per cent.) and United Provinces (52 per cent.). In the remainder, Government contributes less than 50 per cent. The percentage met by local bodies was largest in Bihar (29.9 per cent.), followed by Central Provinces 28.2 per cent., Sind 21.6 per cent., Coorg 20 per cent. and the others less than 20 per cent. The contribution from fees was largest in Bengal and that from "other sources", in Madras so far as the provinces are concerned and in the "minor areas" amongst the Centrally Administered Areas. Government contributed the smallest percentage in Bihar (27.5 per cent.); local bodies in Baluchistan among the Centrally Administered Areas, and Bengal among the main provinces; fees in North-West Frontier Province (12.5 per cent.); and "other sources" in Coorg (2.4 per cent.) amongst the Centrally Administered Areas, and Central Provinces (8.8 per cent.) amongst the main provinces.

Table VIII shows the distribution of the increases in expenditure. For British India as a whole, the Government expenditure increased by Rs. 82.3 lakhs; all the provinces except Bihar, Coorg,

Delhi and Ajmer-Merwara sharing in the increase. In Bihar, the decrease was due to the elimination of earthquake expenditure on buildings, and in Ajmer-Merwara to the retrocession of a certain number of schools to Mewar and Marwar States. The contribution from local funds not only declined for British India as a whole, but also for all the provinces except the United Provinces, Punjab, Central Provinces, Assam, North-West Frontier Province, Sind, Delhi and Bangalore. The increases in these provinces were not significant except in the cases of Punjab and Sind. The amount obtained from fees was up in all the provinces except Central Provinces and Coorg, while that from "other sources" was less than in the previous year for Madras, Bombay, Bihar, Assam, Sind, Orissa, Delhi and Baluchistan. The percentage of increased contribution from Government funds was largest in Madras, from local funds in Punjab, from fees in Bombay, and from "other sources" in Bengal.

The allocation of Government expenditure among the various heads of education is shown in the following table:—

TABLE X.

	1937-38.	1938-39.
	Per cent.	Per cent.
Education of males . . . .	85.7	85.3
Education of females . . . .	14.3	14.7
University and college education . . . .	10.8	10.0
Secondary education . . . .	23.0	22.4
Primary education . . . .	35.6	36.7
Special education . . . .	11.2	12.3
Buildings and equipment . . . .	3.8	4.4
Direction . . . .	1.5	1.4
Inspection . . . .	7.3	6.8
Miscellaneous (scholarships, etc.) . . . .	5.8	6.0

Neither female education nor primary education would seem to be receiving their proper share of the available Government funds.

*Discipline.*—On the whole, discipline is reported to have been good throughout the year, but a tendency among students to strike on flimsy grounds and to take part in political demonstrations was noticed in certain provinces.

The Assam report has remarked that "this is the inevitable result of the freedom allowed to Students' Associations to regard themselves as bodies of real importance, which are entitled to pass resolutions on political questions, and to advise Government regarding them".<sup>a</sup>

The Sind report also states: "the conduct of irresponsible leaders has added to the difficulties of the Heads of the Educational Institutions who become simply helpless to deal with sudden situations".<sup>c</sup>

In the United Provinces, "discipline during the year was maintained largely by avoiding hurting the political, communal or

<sup>a</sup> Assam, page 30.

<sup>c</sup> Sind, page 20.

party susceptibilities of the students".<sup>7</sup> The report goes on to remark that "this is not to say that the student world as a whole is undisciplined. It is not, but it is so easily swayed by a few irreconcilables and so frightened of the violence which these last do not hesitate to employ, that it registers no protest when its activities are hindered by a strike or its studies disturbed by turbulence. Those in control of institutions also cannot be entirely excused. They have, in most cases, shown a pusillanimity which has encouraged the disaffected and have as a rule forgotten that discipline is a tender plant which must be maintained by positive measures and if left to itself will wither away".<sup>7</sup>

To deal adequately with difficulties of this kind a high standard of firmness and tact on the part of the responsible authorities is clearly called for and it is to be feared that this is not always forthcoming.

## II.—*Educational Personnel and Organisation.*

Tables XI and XII indicate the general position with regard to the Provincial Educational Service, Class I, Men's and Women's branches. The figures speak for themselves.

In Madras, two officers retired from the Indian Educational Service and the two posts thus made vacant in that Service were abolished and relegated to the Madras Educational Service as the Class I Service has not been established in this province. Twelve officers of the Madras Educational Service retired and two died during the year under report. A new post of District Educational Officer in the Madras Educational Service was sanctioned during the year consequent on the sub-division of Malabar District into two Educational districts with effect from the 1st July 1938. The post of Professor of Electrical Engineering in the College of Engineering, Guindy, which was on a contract basis, was taken over into the Madras Educational Service.

In Bombay, the permanent members of the All-India Service numbered 18, of whom 6 were Europeans and 12 Indians. There were 24 permanent Bombay Educational Service Class I officers during the year under review, all of whom were Indians. Five posts were held in abeyance and replaced by contract appointments, two of the latter being held by Europeans. Two officers, one European and one Indian, retired from the Indian Educational Service.

In Bengal, the Indian Educational Service contained 19 posts (excluding the post of Director of Public Instruction) during the year, of which 11 were held by permanent members of the Service. Of these 11, three retired from Government service. Of the remaining 8 posts, 4 were "special" posts which could not be abolished so long as there were Indian Educational Service officers capable of holding them, 2 were held by members of the Bengal Educational Service on an officiating basis in the Bengal Senior Educational

Service and 2 by members of the Bengal General Service on contract.

In the United Provinces, one Indian Educational Service officer retired during the year and two appointments were made in the United Provinces Educational Service, Class I, by direct recruitment.

In the Punjab, one Indian Educational Service officer—the permanent incumbent of the post of Director of Public Instruction—retired from the 13th April 1938 and the designation of the post of Assistant Director of Public Instruction in the Punjab Educational Service (Class I) was changed to Deputy Director of Public Instruction with effect from the 24th January 1939.

There was no change in the number of posts in the joint cadre of the Indian Educational Service of the provinces of Bihar and Orissa, except that the Director of Public Instruction retired during the year from the service. Of the 13 posts, 3 were held by Europeans, 8 by Indians, and two were vacant.

In the Central Provinces, the Director of Public Instruction proceeded on leave from the 30th April 1938 preparatory to retirement on the 16th February 1940. The post of Deputy Director of Public Instruction, which was held by an Indian Educational Service officer, who proceeded on leave preparatory to retirement during the year was held in abeyance till the 18th March 1940.

The Assam report has referred to the urgent necessity of the creation of the post of an Assistant Director of Public Instruction so as to relieve the Director of the greater portion of his routine work and give him sufficient time for more important matters. "Such an appointment has become immediately essential if work is to be kept up-to-date."<sup>1</sup> This post, however, was not sanctioned during the year with the consequence that "the Director was not able to tour as he should and to devote enough time and thought to the various educational problems."<sup>1</sup>

In the North-West Frontier Province, the permanent incumbent of the post of Director of Public Instruction—an Indian Educational Service officer—was on leave preparatory to retirement and a Provincial Educational Service officer with a graded pay of Rs. 700—30—900 (Class I) continued to hold the post, pending its provincialization on the retirement of the Indian Educational Service officer on the 6th June 1939. The post of Personal Assistant to the Director of Public Instruction was designated as "Assistant Director of Public Instruction" without any change in emolument but with a change in duties.

In Sind, on the retirement of the Director of Public Instruction with effect from 10th March 1939, the scale of pay of the post was reduced from Rs. 1,200—50—1,500 to Rs. 1,000—50—1,350 per mensem.

During the year under report no change was made in the scales of pay of the Provincial Educational Service, Class I.

<sup>1</sup> Assam, page 2.

TABLE XI.—*Provincial Educational Service (Men's Branch), Class I, 1938-39.*

Province.	Total No. of posts.	No. of posts held by				No. of posts vacant or held in abeyance.	Remarks.
		I. E. S. Officers.	Promoted Officers.	Direct recruitment.	Officiating arrangements.		
Madras . . . . .	..	..	..	..	..	..	
Bombay . . . . .	49	17(b)	8	13	5	6(a)	
Bengal . . . . .	54	7	25	11	6	1	
United Provinces . . . . .	23	5	7	8	2	1	
Punjab . . . . .	27†	8	16	3	..	..	
Bihar . . . . .	32	8	13	4	..	5	
Central Provinces and Berar . . . . .	19*	6	2	8	..	3	
Assam . . . . .	31	..	11	10	..	1	
North-West Frontier Province . . . . .	1	..	1	..	..	..	
Sind . . . . .	1	..	1	..	..	..	
Orissa . . . . .	8	2	2	1	..	3	

(a) Of these five were filled on a contract basis.

(b) Includes one post held by a member of the I. E. S.

4 of the B. S. E. S. posts were in the Bengal General Service basis during the year under report.

3 I. E. S. Officers on foreign service with University of Allahabad and Lucknow.

†Includes the post of D. P. I., Punjab in P. E. S. (Class I).

2 posts are held by officers on special rates of pay.

\*Exclusive of temporary post of officer on Special Duty.

TABLE XII.—Provincial Educational Service (Women's Branch), Class I, 1938-39.

Province.	Total No. of posts.	No. of posts held by				No. of posts vacant or held in abeyance.	Remarks.
		I. E. S. Officers.	Promoted Officers.	Direct recruitment.	Officiating arrangements.		
Madras . . . . .	..	..	..	..	..	..	
Bombay . . . . .	4	1	3	..	..	..	
Bengal . . . . .	5	..	1	3	1	..	
United Provinces . . . . .	1	..	1	..	..	..	
Punjab . . . . .	5	..	4	1	..	..	
Bihar . . . . .	3	..	1	1	..	1	
Central Provinces and Berar . . . . .	2	1	..	1	..	..	
Assam . . . . .	..	..	..	..	..	..	The post of Assistant Inspectress of Schools has been included in class II of the Women's branch of the Assam Educational Service.
North-West Frontier Province . . . . .	..	..	..	..	..	..	
Sind . . . . .	1	..	1	..	..	..	
Orissa . . . . .	1	..	1	..	..	..	

*Inspection.*—Statistical and other data relating to the Provincial Inspectorate are given in Appendix 1\* to this report.

While during the year under review, the cost of "Direction" increased from Rs. 17,37,985 to Rs. 17,61,976, almost the whole of which was met from Government funds, the cost of "inspection" fell by about Rs. 1.5 lakhs to Rs. 92,35,824, of which 89.5 per cent. was contributed by Government and 10.3 per cent. by local bodies. The decrease was on the institutions for males (about Rs. 2 lakhs), the cost of inspection of institutions for females increasing by Rs. 48 thousands. The total expenditure on Direction and Inspection amounted to 3.9 per cent. of the total expenditure on education.

Certain important changes in the inspectorate that took place during the year are described below:

In Madras, as already mentioned, a new post of District Educational officer was sanctioned as a result of the division of the Malabar District into two Educational districts, thus raising the number of posts of District Educational officer to 23. No other change occurred in the inspectorate.

For Bombay, the year under report was an eventful one, so far as the inspection of primary schools is concerned. Up to about the middle of 1938-39 Government maintained only a skeleton staff for the inspection of primary schools while the local authorities had their own supervisory staff. This arrangement was found to be far from satisfactory, since on account of the insufficiency of the inspecting staff, Government, whose financial liability in respect of primary education is very substantial, were not able to satisfy themselves properly that there was an adequate return for the large amount being spent. As there was a large body of opinion which favoured the resumption by Government of the responsibility for inspection, an important piece of legislation modifying the Bombay Primary Education Act, 1923, was placed on the Statute book during the year. The result of this was that the whole of the inspecting staff, a major portion of which had been under the local authorities in accordance with the provisions of the old Act, was brought under the Education Department, which became solely responsible for the inspection of primary schools. Under the changed circumstances the Government considerably strengthened the inspecting staff by raising the number of the posts of Assistant Deputy Educational Inspector from 22 to 154.

In Bengal, there was no material change in the inspectorate except that in January 1939 the Dacca Division was split up into two Ranges (Dacca and Bakarganj), each under a separate Inspector of Schools. This did not involve any addition to the staff, as the "Second Inspector" was appointed "Inspector". In the United Provinces "the need for better inspection of schools in rural areas was recognised by the appointment of 17 Assistant Inspectresses of Girls' Schools in 17 districts paid for and to some extent

\* Printed separately.



controlled by Government, though at the disposal of the Boards as far as girls education within the district is concerned".<sup>1</sup> It is pointed out that "this procedure was necessary as Boards have not realized the importance of spreading girls' education with sufficient urgency and have made little or no effort to provide funds. Government therefore had to come to the rescue to ensure that the provision that is made is not suffered to languish for lack of trained and efficient inspection and instruction".<sup>2</sup>

In the Punjab, the female inspectorate was strengthened. The Provincial Educational Service post of Inspectress and Supervisor of Domestic Science was abolished with effect from the 23rd January 1939 and three posts of Assistant Inspectresses of Schools for Domestic Science were created instead from the same date. The designation of the post of Assistant Inspectress of Schools was changed to District Inspectress of Schools and 9 additional posts of District Inspectress were sanctioned with effect from the 1st of April 1939, thus raising the total number from 18 to 27. In the case of the male inspectorate, the number of posts of Assistant District Inspector was reduced from 180 to 178.

In Bihar, the only change was the appointment of one Sub-Inspector of Schools for the inspection of special schools for Pahariyes. The Bihar report has, however, pointed out the urgent need for an addition to the Inspectorate, in particular there is a pressing need for the appointment of a Deputy Inspector of Schools in the Sadar sub-divisions and in the rest of the outlying sub-divisions so that the District Inspectors may exercise a more general supervision over the schools in the whole district and afford the necessary advice to local bodies. Though two posts of Deputy Inspectors of Schools were sanctioned many years ago for two sub-divisions in the district of Ranchi, they were still in abeyance as the necessary funds could not be provided in the budget. It is pointed out that "the number of sub-inspectors of schools is also short of actual requirements, the mass literacy campaign having added greatly to their work, making it impossible for them to pay the usual visits for the proper supervision of the schools in their charge and to do other work in connection with the recognition of schools. In accordance with the standard requirements of one sub-inspector of schools for every 100 managed, aided and stipendiary primary schools and one for every 200 unaided primary schools, sanction had already been given to the creation of 13 additional posts of sub-inspectors of schools but they are also being kept in abeyance".<sup>3</sup>

In the Central Provinces, the administrative branch of the Education Department was reorganised in October 1938. This involved the abolition of the posts of four Circle Inspectors of Schools, the creation of a District Inspector of Schools for each district, and the appointment of three Deputy Directors to help the

<sup>1</sup> United Provinces, page 4.

<sup>2</sup> Bihar, page 13.

Director of Public Instruction. The result was that 4 Inspectors were replaced by 3 Deputy Directors, 9 Assistant Inspectors by 19 District Inspectors, and 69 Deputy Inspectors by 66 Assistant District Inspectors. In this connection, the Director of Public Instruction has remarked that "the reorganisation is still in its early stage, but experience is bringing out defects which must be remedied. One result so far has been that the inspection of high and normal schools has suffered. This must have an injurious effect on the efficiency of our high schools and secondary education is bound to suffer".<sup>4</sup>

In Assam, there was no change in the numbers of the inspectorate during the year though it was apprehended that one post of Assistant Inspector of Schools, which was left vacant from 24th July 1938 to 5th March 1939, would be abolished as a measure of economy. It was, however, filled on a temporary basis with effect from the 6th March 1939. The Director of Public Instruction points out that "the restoration of the post of Inspectress of Schools, and general strengthening of the female inspecting staff are urgently needed for better control and efficient inspection of girls' institutions of all grades. If the Department is to maintain its efficiency under the new constitution, the question of strengthening the superior inspecting staff should receive immediate attention of Government".<sup>5</sup>

In North-West Frontier Province, the inspecting staff remained unaltered during the year under report except for the change of designation of the post of "Personal Assistant to the Director of Public Instruction" to "Assistant Director of Public Instruction".

In Sind, the post of the Educational Inspector in Class I was revived but not filled until after the close of the year 1938-39. An interesting appointment was that of a teacher of Drawing to inspect Drawing work in schools in the province. Another significant step was to entrust the work of inspection of Anglo-Indian and European Schools to the Chief Inspector of Anglo-Indian and European Schools, Delhi, and that of the English Teaching Schools to the Director of Public Instruction with effect from the year 1939-40. The hope has been expressed that on the revised Primary Education Act coming into force, it may be possible to create one or two posts of Assistant Inspectress of Girls' Schools in addition to the Lady Supervisors of Municipal Local Authorities, who will also be taken over by Government as their employees.

In Orissa, no change was made in the number of inspectors and inspectresses during the year 1938-39, though Government sanctioned the creation of two additional posts of Senior Deputy Inspectors of Schools in the Koraput Agency to act as educational advisers to the Special Assistant Agents.

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<sup>4</sup> Central Provinces, page 2.

<sup>5</sup> Assam, page 4.

While in Delhi the inspecting staff remained the same, in Ajmer-Merwara it was strengthened by the appointment of a much needed third Assistant District Inspector of Schools. With this addition it became possible to divide the district into three circles for vernacular education, each under an Assistant District Inspector, with an approximately equal number of schools in each. Thus, "it has been possible for the Assistant District Inspectors to inspect each school twice a year, as required by the United Provinces Educational Code. Better supervision and regular inspections have helped to improve the efficiency of these schools. This addition has also made it possible for the Education Department to inspect the Municipal schools in Ajmer, Beawar and Nasirabad twice a year".<sup>6</sup>

That the inspectorate, especially for schools for girls, requires to be further strengthened in most of the provinces must again be emphasised. At their present state Indian schools of all types stand in special need of inspection. An increase in the number and quality of the inspecting staffs throughout the country is essential if the standard of teaching is to be raised, wastage checked and new ideas introduced and implemented.

The Punjab report has referred to a common complaint voiced by an Inspector of Schools who says that "the travelling allowance allotment continues to be inadequate with the result that the degree of touring is not commensurate with the amount of work to be done. A substantial increase in the allotment is highly desirable in the interests of efficiency and effective supervision of schools. It is time that Government gave a favourable response to the unanimous feeling of the Divisional Inspectors".<sup>7</sup> This question was also raised in the Wood-Abbott Report. "The imposition of a limit to the travelling expenses of a conscientious inspector, who is anxious to do the best he can for his schools, is very undesirable and bound to lead to exasperation and a sense of frustration."<sup>8</sup>

### III.—*Arts Colleges and Universities.*

*Arts and Science Colleges.*—This sub-section deals with colleges for males; those for females are discussed in chapter VII.

During the year under review, the number of arts and science colleges rose by 10 to 256, which included 97 intermediate and 2nd grade colleges against 90 the previous year. There were thus only 3 more degree colleges. In the United Provinces 4 more aided intermediate colleges, in the Punjab one unaided intermediate college and one unaided degree college, in Bihar two unaided degree colleges, and in Bengal one aided intermediate college was opened, while in Madras one degree college (Noble College, Masulipatam)

<sup>6</sup> Ajmer-Merwara, page 1.

<sup>7</sup> Punjab, page 31.

<sup>8</sup> Wood-Abbott Report, page 31.

was closed. The enrolment was up in all the provinces except in Orissa, Ajmer-Merwara, and "Minor Areas" where the fall in numbers was slight. The following table which shows the number of students in these colleges, increases during the year 1938-39, and the total number of male scholars receiving collegiate education, is worth careful study.

TABLE XIII.—*Arts and Science Colleges for males and their enrolment, 1938-39.*

Province.	No. of Arts and Science Colleges.	Increase (+) or decrease (—).	Enrolment.	Increase (+) or decrease (—).	No. of pupils at the collegiate stage
Madras . . . . .	57	—1	12,782	+685	13,010
Bombay . . . . .	17	..	10,798	+440	9,407
Bengal . . . . .	44	+1	20,131	+2,404	31,498
United Provinces . . . . .	54	+4	9,478	+213	15,063
Punjab . . . . .	34	+2	15,275	+1,217	13,641
Bihar . . . . .	11	+2	4,461	+341	4,423
Central Provinces and Berar . . . . .	11	+2	2,907	+299	2,830
Assam . . . . .	8	..	2,809	+336	2,445
North-West Frontier Province . . . . .	3	..	900	+92	895
Sind . . . . .	3	..	1,578	+280	1,310
Orissa . . . . .	4	..	853	—36	780
Delhi . . . . .	6	..	2,210	+135	2,179
Ajmer-Merwara . . . . .	2	..	352	—19	346
Bangalore . . . . .	1	..	405	+43	363
Minor Administered Areas . . . . .	1	..	6	—6	6
<b>TOTAL . . . . .</b>	<b>256</b>	<b>+10</b>	<b>94,180</b>	<b>6,473</b>	<b>99,102</b>

The total enrolment in colleges went up by 6,473 students to 94,180 and that of male students only by 6,160 to 99,102. Of the 85,627 boys who passed the Matriculation and School Final Examination, 32,490 or 38 per cent. joined intermediate classes. The percentage for the year 1937-38 was 36.4. There are apparently no signs in any falling off in the demand for higher education of a literary type.

The Sind report, commenting on the increase in enrolment in colleges, says that "this indicates that the people realize the worth of higher education. But it is really not so much the love for higher education that impels young men to join, many of them do so only because they do not know what to do and how to earn their living. It is only groping in the dark. If the secondary education were such as to enable the students who pass the Matriculation Examination to chalk out independent careers, the pressure on the arts colleges will decrease. As it is, the number of students in the Technical college falls or at least remains steady, whereas

the number in the arts colleges goes on swelling. Therefore the increase in the number in arts colleges is really not a matter of gratification but rather of increased anxiety because the problem of unemployment gets more and more complicated and the social problem still worse. The standard of life of a young man is raised and he has not the means to live up to it. The result can more easily be imagined than described".<sup>1</sup>

These remarks are of general application and it is a matter for serious concern that no real remedies are proposed for a situation the gravity of which increases year by year. More will be said on this subject under the head of Universities.

The total expenditure on arts and science colleges, including intermediate colleges, increased by Rs. 2,29,893 to Rs. 1,97,74,285. The increase during the previous year was over Rs. 9 lakhs. Towards the total expenditure, Government contributed 35.5 per cent., fees 50.8 per cent., private benefactions 13.4 per cent. and Board funds .3 per cent. only. These percentages for the previous year were 36.5, 48.7, 14.6 and .2 respectively. Though the fees have now come to equal about half the total expenditure on colleges, further increase in fees is necessary if the Government funds are to be diverted from collegiate education to the urgent need of providing education for the masses which is after all the primary responsibility of Government.

The following figures relating to the cost per student in an arts and science college for males are interesting. They show at a glance the comparative degrees of expensiveness of collegiate education in various provinces:—

TABLE XIV.—*Cost per scholar in an arts and science college.*

Province.	1937-38.	1938-39.
	Rs.	Rs.
Madras . . . . .	220	208
Bombay . . . . .	256	243
Bengal . . . . .	145	120
United Provinces . . . . .	177	180
Punjab . . . . .	190	177
Bihar . . . . .	262	247
Central Provinces and Berar . . . . .	257	225
Assam . . . . .	194	186
North-West Frontier Province . . . . .	398	380
Sind . . . . .	283	225
Orissa . . . . .	398	378
Delhi . . . . .	194	182
British India . . . . .	200	188

The cost per scholar has decreased in all the provinces except the United Provinces.

<sup>1</sup> Sind, page 14.

*Social Service Work.*—Certain provincial reports have referred to the social service work which is being undertaken by colleges sometimes on a fairly large scale. Work done in this direction, whether on a large or small scale, deserves to be commended. A short account of the activities of the colleges engaged upon work of this nature is given below. This is by no means comprehensive as it is possible and indeed likely that social work was being done by other colleges but has not been referred to in the provincial reports.

In the United Provinces, students of St. John's College, Agra, took an active part in rural work as well as in the literacy campaign and over 250 pledges were signed on or after the "Literacy Day". A special training class was organised for training in methods of adult literacy work. The Social Service League of the St. Andrew's College, Gorakhpur, conducted night schools and opened classes in carding and spinning.

In Bihar, the Social Service League of the Patna College, which has three branches, viz., mass uplift, relief and service and preparation for social work, did valuable work in the field of adult education. The main aim of this League is to stimulate the work of other societies, to carry on mass literacy work, to provide volunteers for the college functions, to popularize and provide for hygiene, First-Aid and ambulance training classes (including Home Nursing classes for women students), to encourage military and physical training and to prepare students for social service generally. Mass literacy work was carried on by several other colleges also.

The Central Provinces report remarks that "it is gratifying to note that some of the colleges have taken up social service work".<sup>2</sup> Useful service for instance was rendered by the Central College for Women, Nagpur. "A little school for the servants' children and their friends was opened and here the teaching was done by some of the members of the staff and the students. In connection with the Home Science Department and its practical work, some of the students visited the rural welfare centre, maternity and child welfare centre, nursery schools, hospitals and similar institutions."<sup>2</sup>

*Enrolment in Universities.*—The total number of students in the various Universities in India increased by about 8,000 to 140,561 during the year under report, as compared with an increase of 7,941 during 1937-38 and of 2,331 during 1936-37. The decrease of about a thousand students in the Madras University was due to the transference of the colleges in Travancore State to the jurisdiction of the newly opened Travancore University. The fall in numbers in the case of Agra University is too small to call for any comment.

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<sup>2</sup> Central Provinces, page 14.

TABLE XV.—*Enrolment in Universities in India.*

University.	1935-36.	1936-37.	1937-38.	1938-39.
1. Calcutta (1857) . . .	31,703	35,403	37,843	38,522
2. Bombay (1857) . . .	17,906	17,706	18,104	19,052
3. Madras (1857) . . .	16,026	17,597	16,093	15,910
4. Punjab (1892) . . .	23,180	19,841	23,917	24,186
5. Allahabad (1887) . . .	1,930	2,050	2,118	2,217
6. Benares Hindu (1916) . .	3,417	3,385	3,411	3,430
7. Mysore (1910) . . .	2,812	2,725	3,167	3,417
8. Patna (1917) . . .	5,207	4,695	5,296	5,928
9. Osmania (1918) . . .	1,723	1,723	1,553	1,705
10. Aligarh Muslim (1920) . .	1,470	1,672	1,822	1,842
11. Lucknow (1920) . . .	2,385	2,172	2,008	2,517
12. Dacca (1921) . . .	1,078	1,181	1,316	1,527
13. Delhi (1922) . . .	2,344	2,172	2,279	2,609
14. Nagpur (1923) . . .	3,767	3,767	3,801	3,938
15. Andhra (1920) . . .	3,574	3,659	3,663	4,346
16. Agra (1927) . . .	3,020	4,132	4,274	4,246
17. Annamalai (1920) . . .	745	741	883	883
18. Travancore (1937) . . .	..	..	..	3,189
TOTAL . . .	122,256	124,587	132,528	140,461

The figures in the above table which include students of both sexes and in all kinds of colleges, *i.e.*, in those for professional as well as literary education bear further testimony to the great expansion of university education which has taken place during recent years. The extent of the expansion in the demand for the literary type of university education may be judged from table XIII. which gives the number of male students at the collegiate stage. Considered purely from the numerical point of view these figures are not disproportionately large either in relation to the total male population or to the total number of boys under instruction. A disconcerting feature about the situation, to which reference has been made in previous reports, is the failure of an increasing proportion of university graduates to find suitable remunerative employment. What is still more disconcerting is the fact that although the gravity of the position is widely recognised by informed opinion and the causes of it, both economic and educational, have been diagnosed, parents persist in regarding a university degree as the "open sesame" to success in life and urge their children, regardless of their capacity to benefit, through the gates of a university. The waste of time, money and effort due to this delusion can only be described as pitiable. The educational

aspect of this problem was discussed by the Central Advisory Board of Education at its first meeting held in December 1935. The Board while recognising the part played by universities in promoting higher study and research and in training men and women for the service of India, was of the opinion that the following considerations among others, necessitated a new attitude towards educational problems:—

- (a) the increasing desire among educationists and others to bring about changes in the educational system in view of the altered conditions of life;
- (b) the growing volume of unemployment among the educated classes;
- (c) the emphasis laid on purely literary forms of instruction in schools;
- (d) the inadvisability of too frequent examinations;
- (e) the large number of "over-age" pupils in the senior classes of high schools;
- (f) the increasing number of students in universities, who are unable to benefit by university instruction and, in consequence, the difficulty in making satisfactory provision for the better qualified students and for research;
- (g) the need of developing training of a more practical type than at present and of making provision for such training, especially for those with little or no literary bent and of adjusting it to the scheme of general education;
- (h) the advisability of developing a suitable scheme of rural education, by which boys and girls in rural areas shall be given such training as would develop in them a capacity and desire for the work of rural reconstruction.

The Board felt that a radical reorganisation of the present system of education in schools should be carried out so as not only to prepare pupils for professional and university courses, but also to enable them at the completion of the appropriate stage to be diverted to occupations or to separate vocational institutions. Although the Board's ideas as to the form which this reorganisation should take have already received some publicity, it may be useful to repeat them here. In the Board's opinion the reorganised educational system should comprise—

- (a) *The primary stage*, which should aim at providing at least a minimum of general education and training and ensure permanent literacy.
- (b) *The lower secondary stage*, which should provide a self-contained course of general education and constitute a suitable foundation either for higher education or for specialised practical courses.

In rural areas, the courses at this stage should be attuned to rural requirements.



Some form of manual training at this stage should be provided which would aim at the development of practical aptitudes and should be made compulsory.

- (c) *The higher secondary stage*, in which would be included institutions with varying length of courses—
- (i) preparing students for admission to universities in arts and science;
  - (ii) for the training of teachers in rural areas;
  - (iii) for agricultural training;
  - (iv) for clerical training, and
  - (v) for training in selected technical subjects which should be chosen in consultation with employers.

Where it is not practicable to provide separate institutions for the diversified courses, some of them might be incorporated in a higher secondary course of enlarged scope which would permit a choice of alternative groups of subjects and would end in leaving certificates. The further aspects of this problem are discussed in the chapter on "Secondary Education".

The following extracts from a book entitled "The Future of Graduates" which has recently been published by the International Institute of Intellectual Co-operation, should be studied:

"Until the post-war period, the young people graduating from institutions of higher learning had no serious difficulty in finding work appropriate to their training. This happy balance between supply and demand in the field of intellectual employment, which had come to be regarded almost as a natural law, was destroyed at the first outset of the economic crises which have shaken one after the other most of the countries in Europe and overseas in the course of the past twenty years.

"Public opinion everywhere was alarmed by the appearance of intellectual unemployment which is particularly tragic because its victims suffer from a sense of humiliation which other unemployed people do not experience to the same degree, and particularly dangerous to public order because intellectual unemployment raises up malcontents armed with superior equipment.

"In view of the growing distress of young intellectuals, exceptional measures have been taken in many countries either by the governments themselves or by cultural or professional organisations. These measures may be divided into two main classes: exceptional measures in the nature of immediate relief, and long term measures looking toward a permanent solution of the problem.

"The second category includes measures aiming to introduce some degree of order into the movement toward intellectual careers through the reorganisation of the educational system,

the introduction of the *numerus clauses*, the creation of placement offices and offices for professional guidance, and the constitution of commissions to study the problem of overcrowding in the universities and in the intellectual professions.

"All these measures have been severely criticised. Apart from the efforts—which have been all too few and far too limited—to introduce some measure of organisation into the recruiting of the professions, these measures remain at the surface and do not attack the root of the evil. They fail to reach many unemployed intellectuals, in particular those belonging to the liberal professions and the partially unemployed. In general, they come too late, *i.e.*, when the persons concerned have already passed long years and spent sums on studies which have left so deep a mark on their personalities that a change of occupation is morally and intellectually difficult. They are, however, temporary in their effects; the evil will recur each year with the graduation of a new generation of students as long as young people continue to rush to the universities without stopping to ask whether on the completion of their studies, they will find work corresponding to their training.

"The only measure which is really effective, and which makes it possible to avoid the constraints and the injustices involved in most of the devices which have been tried, is one which will enable young people to foresee, before they enter an institution for higher education, the probable number of positions which will be available in the various occupations when their studies are completed. Only such a measure will enable young people to choose, in the light of all the facts, the kind of studies which will give them the best chance of finding work; furthermore, it is the only kind of measure which will make society invulnerable to the reproaches of those who, in spite of the best advice, have chosen an obviously overcrowded career. Vocational guidance, hitherto restricted to manual occupations will thus be applied to a new field in which the methods used will, of course, be fundamentally different. The new vocational guidance will be based primarily on an uninterrupted and thorough study of the market for intellectual employment."

*Developments.*—Some important developments occurred in Indian Universities during the year under review.

In Madras University, regulations for the newly-instituted degrees of B.Sc. (Pharmacy), B.Ed., M.Ed., and B.Mus. (Bachelor of Music) degrees and the Sangita Siromani Title were framed. Regulations governing the B.A. and B.Sc. degrees were revised with a view to introducing Home Science as an optional subject, as were also the regulations for the B.A. and B.A. (Honours) degree to make provision for Hindi as an optional subject. The B.V.Sc. degree regulations were altered consequent on the extension of the

duration of the course from three years and one term to five years, the M.L. degree examination regulations were revised reducing the number of branches from nine to six, and substantial changes were also introduced in the L.T. degree regulations, the most important being that the colleges were made responsible to the university for conducting practical tests in teaching. Other alterations to the regulations were also made, one to enable demonstrators to appear for the B.Sc. (Honours) degree examination under certain conditions and in another to recognise the medical degree of other universities for the purpose of enabling the holders thereof to appear for the M.D. or M.S. degree examination. Provision was also made to enable candidates who were awarded the B.A. degree on the results of the B.A. (Honours) degree examination and those who had appeared for and failed in the M.A. degree examination in or prior to March 1938, to appear for the M.A. degree examination privately in March 1939 and in March 1940 for the last time. New subjects were prescribed in Hebrew and Syriac for certificates of proficiency.

During the year under review, the Medical Council of India accorded recognition to the M.B.B.S. degree of Andhra University.

The following new schemes were launched in the university:—

- (1) Courses leading to M.Sc. degree in Applied Physics.
- (2) A research scheme in Ceramics by Dr. G. Gopala Rao with a Research Assistant granted from 1st July 1939.
- (3) The institution of a Tutorship in South Indian Archaeology and Epigraphy.

In Annamalai University, post-graduate courses leading to the award of the B.A. (Honours) degree in (i) English and Sanskrit, and (ii) English and Tamil were instituted with effect from the Academic year 1939-40. The scheme provides facilities for an intensive and comparative study of the two literatures and literary criticism as applied to Tamil and Sanskrit. The duration of the practical examination in Chemistry for the B.Sc. (Honours) degree was extended from three to four days so as to ensure greater efficiency and thoroughness in experimental work, and the scheme of examination for the Vidwan Entrance Test was revised to make provision for three papers instead of two as at present, the third paper to consist of questions on History and Geography of India of the S.S.L.C. Standard. The proposal to institute B.Sc. (Honours) courses in Botany and Zoology, recommended by the Faculty of Science, was dropped for the time being.

In Bombay University, the following questions of interest were considered by the Senate:—

- (a) The substitution of a "Diploma in Public Health" for the degree of "Bachelor of Hygiene".
- (b) The formation of the Board of Studies in Geography.

In connection with the question of imparting instruction in Military Training to students in colleges, the following resolutions<sup>3</sup> were passed by the Senate and the Legislative Council respectively:—

- (i) "On the eve of India obtaining powers of full self-government, and in order to maintain that position of autonomy when fully achieved, the Senate are of opinion that the Indian people generally and the people in this province in particular, should be trained and prepared in every possible manner to preserve and uphold that position and accordingly request the Syndicate and the Academic Council to consider the advisability of instituting regular courses of instruction and training in Military Science and National Defence in the university, leading up to such degree, diploma, or other marks of recognition of the proficiency attained as may be deemed appropriate; and of recognising and affiliating schools and colleges or instituting university departments which provide such instruction and training, in collaboration with the authorities charged with the defence of the country, so as to obtain the necessary expert guidance in the matter".
- (ii) "This Council recommends to Government to move the Government of India to provide facilities for the introduction of compulsory Military Training in the University Training Corps for two years at least in case of every college student before he take his degree."

The degrees and diplomas issued by the Gujarat Vidyapath and the Tilak Maharashtra Vidyapath were recognised by the Bombay Government as equivalent to the corresponding degrees and diplomas of the University of Bombay for the purposes of Government and semi-Government service.

At Calcutta University, the following new courses of study were introduced and the necessary regulations framed:—

- (i) Teachers' Training Certificate Examination.
- (ii) Degree Course in Metallurgy.
- (iii) Degree Course in Architecture.

The introduction of a degree course in Technology was also under consideration.

At Dacca University, the schemes for the establishment of a Faculty of Agriculture and a Faculty of Medicine made considerable progress in the year under review.

In Allahabad University, classes in Italian were inaugurated and a certificate of proficiency will be awarded to those students

who pass the examination after two years' study. Classes for the LL.M. degree were to start from July 1939.

In Lucknow University, classes in Hindi and Urdu for the M.A. degree were started during the year. The university organised short courses of special lectures on topics of research by members of the staff and distinguished scholars from outside. A scheme of training of socio-educational workers in rural areas was successfully carried out.

Agra University decided in future to supply examination candidates with their marks for an additional fee of one rupee. From the year 1938-39, the B.A. examination was conducted according to the new scheme under which the candidates were required to offer General English and three other subjects, of which literature could be one, instead of English (General and Special) and two other subjects.

In the Aligarh Muslim University, a change was made in the regulations by which it will henceforth be compulsory for all the employees to retire at the age of 55 instead of 60.

In the Benares Hindu University, a "Rampur Hall" for the Engineering College and a green-house for the Institute of Agricultural Research were constructed.

In the Punjab University, with the appointment of a paid wholetime Vice-Chancellor, the office of the Dean of University Instruction was amalgamated with that of the Vice-Chancellor. The degree of Bachelor of Dental Surgery was established under a separate Faculty of Dentistry and the deMontmorency College of Dental Surgery was affiliated in this faculty. A determined attempt was made to inspect all the affiliated colleges anew and various Inspection Committees were set up for this purpose. As a result, a large number of colleges were inspected during the year under report and the remainder will be inspected next year. The University Public Service Class continued to do excellent work and the report claims that it "has achieved a standard second to none among the universities in India."<sup>4</sup>

Important events at Patna University were the offer by Dr. Sir Ganesh Datta Singh of Rs. 1,500 for endowing a gold medal to be called the "Linlithgow Gold Medal" to be awarded annually to the medical graduate of the Prince of Wales Medical College, Patna, who stands first in order of merit in a special written examination held annually for the purpose in the month of December. The same donor offered a further sum of Rs. 1,500 for endowing a gold medal to be called the "Sifton Gold Medal" to be awarded annually to the medical graduate who gains the highest marks in medicine in the final M.B.B.S. examination provided that he has passed all parts of part II of this examination at the first opportunity.

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<sup>4</sup> Punjab, page 42.

In Nagpur University, the outstanding piece of legislation of the year was the College Code Ordinance passed by the Executive Council on the 19th November 1938. It is primarily intended to give teachers in private colleges a living wage, security of tenure and a voice in the management. By the close of the year, the assent of the Chancellor had not, however, been received. In February 1939, the Executive Council appointed a committee "to explore the ways and means of developing military training in the university by expansion of the University Training Corps or otherwise".<sup>5</sup> It is reported that the committee has submitted its report which recommends *inter alia* that the passing of a prescribed test in shooting should be made compulsory for all male students taking the B.A. (Pass) and B.Sc. (Pass) courses, and that efforts should be made for the expansion of the University Training Corps, and for the provision of instruction in Military Science. Among the ordinances passed, one made regularity in attendance at the parades and camps at the University Training Corps compulsory for the purpose of the admission of its members to university examinations. Another prescribed a one year's post-graduate course for a diploma in Co-operation, instruction for which will commence in at least one of the colleges in July 1940. A new Ordinance was also passed empowering the Executive Council to admit to the university a student or class of students expelled or rusticated by another university "if the Vice-Chancellor is satisfied that such expulsion or rustication was not due to an offence involving moral delinquency".<sup>6</sup>

*Examination Results.*—The results of the examinations conducted by the Provincial Boards of Education, and Universities in India are given in tables vi and vii of \*Appendix II.

A comparison of the results for the year 1938-39 with those of the previous year reveals certain curious variations. In the Matriculation Examination, the pass percentage was again lowest at Andhra University, though it rose from 14.8 per cent. to 20.8 per cent., the next lowest being Madras, where it decreased from 36.2 per cent. to 32.9 per cent. The decreases of pass percentage in Calcutta University from 78.0 per cent. to 59.1 per cent. and in the Benares Hindu from 50.7 per cent. to 45.0 per cent. are surprising as are the increases from 53.3 per cent. to 62.8 per cent. in Bombay University, from 55.5 per cent. to 72.5 per cent. in the Aligarh Muslim University and from 32.2 per cent. to 45.4 per cent. in Osmania University. The explanation can hardly be that in the former cases there has been a serious deterioration in the standard of candidates and in the latter a corresponding improvement; it is unlikely that such a marked change could take place in one year. It is difficult to resist the conclusion that there is no effective standardisation either of examinations or examiners who are allowed to mark more papers than they can deal with efficiently.

<sup>5</sup> Central Provinces, page 6.

<sup>6</sup> Central Provinces, page 7.

\* Printed separately.

In the case of other examinations also, great variations in the pass percentages were noticed. In the Intermediate Arts examination also, it was again Andhra where the pass percentage stood lowest at 35.1 while Aligarh was highest with 77.9 per cent. In the I.Sc. examination, only 41.6 per cent. students passed in Mysore University compared with Aligarh 70.4 per cent., Bombay 68.3 per cent., Calcutta 64.5 per cent., Patna 62.6 per cent. and others between 50 per cent. and 60 per cent. Andhra again registered the lowest percentage (31.9 per cent. pass) in the B.A. examination followed by Madras 38.3 per cent., Dacca 42.2 per cent. and Patna 49.2 per cent.; in all the other universities pass percentages were higher than 50 per cent., Lucknow being highest with 82.9 per cent. In the B.Sc. examination, Andhra University showed a surprisingly different result, 62.7 per cent. pass. In this examination, the lowest pass percentage was in Madras (27.1 per cent.) and highest in Agra (77.6 per cent.). The results at the M.A. and M.Sc. examinations looked decidedly better on paper possibly because as a general rule only the abler students are encouraged to proceed to these examinations. There are however a number of exceptions to this rule.

The Hartog Committee remarked in 1929 that "there are unmistakable indications that the standards in some of the universities are not satisfactory". The same position still seems to exist and the evidence available leads to the unavoidable conclusion that the "universities are not giving adequate attention to the proper adjustment of admission to graduation standards, but on the contrary, are burdening themselves and allowing their constituent and affiliated colleges to burden themselves, with a very large number of students who have little or no chance of completing a university course successfully, and on whom expenditure of money intended for a university education is wasted".<sup>1</sup>

*Indian Students in the United Kingdom.*—The number of Indian students pursuing full-time courses at universities and colleges in the United Kingdom was 1,514 during the year under report. This included 131 women students. The largest number of full-time students was to be found in the Faculty of Medicine, in which 474 students were registered, while Arts, including Education and Law, come next with 336. Engineering and Technology follow with 276, then Pure Science and Economics with 159 and 109 students respectively. Agriculture had 87 students and 73 were studying various unclassified subjects. These figures compared with those for the previous year show that there was a drop of about 50 in Arts, whereas Medicine, Engineering and Technology and Pure Science remained substantially the same. In addition, there were about 118 students, including four women, pursuing part-time occasional courses in the various faculties against 164 the previous

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<sup>1</sup> Hartog Report, page 131.

year. For the sake of record, the total number of students, including part-time students, in the different faculties for the last three years are given in the table below:—

TABLE XVI.

Faculty.	1936-37.	1937-38.	1938-39.
Arts including Education and Law . . .	442	399	351
Economics and Commerce . . . . .	107	110	115
Pure Science . . . . .	137	170	165
Engineering and Technology . . . . .	226	267	286
Medicine . . . . .	579	571	513
Agriculture and Veterinary . . . . .	76	104	93
Various . . . . .	122	168	109
<b>TOTAL . . . . .</b>	<b>1,689</b>	<b>1,789</b>	<b>1,632</b>

The decrease in the total figures over those for the two previous years was no doubt largely due to the international tension culminating in the crisis of September 1938, which caused many students to cancel their arrangements for going to the United Kingdom. Full credit must be given to the Education Department of the High Commissioner for India for taking immediate steps to advise and assist students faced with many perplexities owing to the worsening of the European political situation and for allaying as far as possible the anxieties felt by parents and guardians in India. Passages were arranged for those who wished to return to India whilst those who elected to stay in the United Kingdom were given every possible assistance in the way of beginning or resuming their courses of study or training.

As usual, Indian students, especially post-graduate and advanced workers, achieved many academic successes and gained distinctions in the athletic field and in the sphere of extra-academic activities. The High Commissioner's report, which is a published document, gives a full account of the doings of Indian students.

#### IV.—*Secondary Education of Boys.*

The table below gives the main statistics relating to the secondary schools for boys.



TABLE XVII.—Main statistics of

Province.	No. of Secondary Schools for Boys.				Enrolment.			
	Anglo-Vernacular.		Vernacular.		Anglo-Vernacular.		Vernacular.	
	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.
Madras . . .	841	853	..	..	109,636	209,185	..	..
Bombay . . .	672	614	..	..	115,910	128,160	..	..
Bengal . . .	3,056	3,170	40	34	514,216	531,816	3,187	2,932
United Provinces .	312	350	795	822	109,146	112,500	96,773	103,667
Punjab . . .	553	659	2,925	2,434	109,079	206,622	378,492	375,670
Bihar . . .	913	1,006	86	71	157,383	173,442	10,710	8,992
Central Provinces and Berar.	300	305	352	379	42,610	44,464	72,423	72,321
Assam . . .	354	374	222	236	53,061	56,647	35,772	38,489
North-West Frontier Province.	40	61	196	197	19,807	23,826	24,711	23,668
Sind . . .	168	173	..	..	21,884	22,525	..	..
Orissa . . .	159	167	66	55	22,831	24,603	6,991	7,134
Coorg . . .	2	2	..	..	895	856	..	..
Delhi . . .	45	45	29	29	14,661	15,750	2,789	2,997
Ajmer-Merwara .	22	24	14	14	5,233	6,702	1,097	1,030
Baluchistan . .	12	12	..	..	3,175	3,778	..	..
Bangalore . .	10	10	3	3	3,950	3,872	1,206	1,204
Minor Administrations.	24	24	..	..	8,189	8,401	..	..
BRITISH INDIA .	7,162	7,453	4,740	4,724	1,489,555	1,572,239	631,151	638,164

## secondary schools for boys, 1938-39.

Total No. of boys reading in secondary stage (Classes VI to end of high school stage).		Men teachers in secondary schools, 1938-39.		Percentage of trained teachers.		Total expenditure on secondary schools for boys.	
1937-38.	1938-39.	Total No.	Trained.	1937-38.	1938-39.	1937-38.	1938-39.
						Rs.	Rs.
228,185	242,243	10,411	8,888	85.1	85.3	91,04,738	93,07,507
207,258	211,981	6,582	1,557	24.2	28.7	68,20,861	74,07,025
310,787	320,558	28,401	6,071	20.8	21.3	1,54,07,071	1,50,84,890
181,547	101,098	11,206	7,716	67.0	68.5	88,04,164	89,18,812
151,740	158,267	22,146	19,889	90.2	89.8	1,85,44,645	1,37,13,006
150,026	167,840	8,429	4,572	54.2	54.2	42,84,309	45,23,166
41,917	44,748	5,184	3,603	70.0	69.8	33,62,730	33,67,018
51,190	54,967	3,787	1,879	38.9	34.4	18,53,823	19,30,597
11,562	12,381	1,003	1,429	79.9	75.1	13,28,215	13,80,286
31,566	32,618	1,135	103	16.3	17.0	13,01,340	14,18,858
25,283	26,512	1,619	1,120	70.7	69.2	9,07,158	9,70,002
1,071	1,596	30	33	92.7	84.6	63,383	60,782
8,653	9,306	826	661	83.8	80.0	7,37,214	7,60,085
3,893	3,018	371	232	68.6	70.6	3,98,856	5,27,639
1,081	1,116	170	130	88.7	76.5	2,17,571	2,15,110
3,000	2,976	224	177	68.1	79.0	2,75,485	3,15,005
4,839	4,948	383	175	43.8	45.7	3,68,152	3,80,092
- 1,410,628	1,486,773	102,046	57,850	56.6	56.2	6,00,35,804	7,12,37,385

Vernacular schools with seven or eight classes are classified in Madras, Bombay and Sind as primary schools, whereas in other provinces they count as vernacular middle schools. Moreover in the Punjab a lower middle school which is really a primary school with a senior "top" is registered as a vernacular middle school. These variations in classification affect the value of the table for the purpose of strict comparison. With this qualification the statistics show that during the year under report the number of anglo-vernacular (high and English middle) schools rose by 300 to 7,453 while that of vernacular middle schools fell by 25 to 4,724. The growing demand for English secondary education is commented on in the various provincial reports. Bihar as last year, when it recorded 78 additional anglo-vernacular schools—the largest increase during the year—again tops all the provinces in showing the greatest increase (93 schools) in the number of English secondary schools. Bengal, which during the year 1937-38 had the largest number of anglo-vernacular schools, in fact more than all the provinces put together excluding Bihar, added 84 more such schools. In Bombay, there was an increase of 46, in Assam of 20, in Madras and North-West Frontier Province of 12, and in others of less than 10 institutions, while among the Centrally Administered Areas there was no change except in Ajmer-Merwara—where there was an increase of 2 schools. Both the Bihar and Orissa reports point to an increased demand for high school education. The Orissa report remarks that "it is a general belief that high school education provides opportunities for a comfortable and remunerative career and whatever the limitations of such education may be, it is true that facilities for a more practical type of education do not exist at present. The facts that in future there will be very little scope for choosing a career, and that high school education gradually and imperceptibly draws away the people from their village homes are lost sight of".<sup>1</sup>

The decrease of 25 in the number of vernacular middle schools is accounted for by the fact that the Punjab lost 42 schools, Bihar 15, Bengal 6, Central Provinces 3, and Orissa 1, while the United Provinces added 27, Assam 14 and North-West Frontier Province 1. In the Centrally Administered Areas the numbers remained unchanged.

*Enrolment.*—There was an increase of 83,684 pupils in anglo-vernacular schools; last year the corresponding increase was 86,392. The enrolment was up in all the provinces and areas, except for slight decreases of 39 in Coorg and 78 in Bangalore. Bengal, as in the year 1937-38, headed the list with over 17 thousand additional pupils, followed by Bihar with 16 thousand, Bombay with 12, Madras with 9 and the Punjab with 8 thousand pupils. In the others the increase was less than 5 thousand while in Sind it was only 641. Among the Centrally Administered Areas, Delhi showed

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<sup>1</sup> Orissa, pages 17-18.

a satisfactory increase of over one thousand pupils and in view of the conditions in the area, an increase of 603 pupils in Baluchistan is encouraging.

While during 1937-38, the enrolment in vernacular middle schools decreased by over one thousand pupils, it went up by 7,013 during the year under review. This was largely due to the increase of 6,794 pupils in the United Provinces, and of 2,717 in Assam, in spite of a loss in Bihar of 1,718 pupils and in North-West Frontier Province of 1,045.

In assessing the expansion of secondary education among boys, the enrolment figures are less important than the aggregate number of boys reading in secondary classes, which for the sake of uniformity are taken to comprise classes VI to end of high school stage. The number of boys at this stage rose by over 67,000 to 1,486,773 as compared with last year's increase of over 71,000 boys. More boys were enrolled at this stage in all the provinces except in Coorg and Bangalore, where slight decreases were recorded. The main increases were: Madras 14,108, Bihar 11,814, Bengal 9,771, United Provinces 9,551, Punjab 6,527, Bombay 4,723, Assam 3,777 and in others less than 3,000 boys. Almost all the reports are agreed as to the growing demand for English secondary education which remains apparently unaffected by the depressing prospects of employment.

*Expenditure.*—During 1937-38, the expenditure on secondary schools for boys increased by Rs. 16 lakhs and during the year under review it rose by Rs. 22 lakhs to Rs. 7,12,37,385. While all the other provinces and areas showed increases in expenditure, the Central Provinces recorded a decrease of Rs. 5,726, Coorg of Rs. 2,601 and Baluchistan of Rs. 2,461. The total expenditure was made up of 31 per cent. from Government funds, 8.9 per cent. from local funds, 49.8 per cent. from fees and 10.3 per cent. from "other sources" which include endowments and private contributions. The total cost per scholar in a high school was Rs. 46-15-5 per annum, in an English middle school Rs. 22-4-9 and in vernacular middle school Rs. 15-11-10. While in anglo-vernacular schools fees bore more than half the total expenditure, in vernacular schools Government contributed no less than 62 per cent. of the total expenditure, fees meeting only about 11 per cent.

*Vernacular Secondary Education.*—Of the 4,724 vernacular middle schools, 94.3 per cent. are managed by local bodies, 1.2 per cent. by Government and 4.5 per cent. are under private managements. As already mentioned, the provincial exchequers bear the main share of the cost of these schools. So far these schools have been generally regarded as supplementary to primary education, mainly in the rural areas, and it is the duty of Government to provide facilities for elementary education. As mentioned in the last year's report, the teaching of English in vernacular middle schools and the introduction of vernacular as the medium of instruction in secondary schools is gradually wiping out

the distinction between these schools and the English middle schools with the result that in some provinces, particularly Bihar, these schools are being converted into English middle schools. It is stated in Bihar report that "the Patna District Board converted all its middle vernacular schools into English middle schools during the year. The retention of middle vernacular schools as a separate type of institution, and the 4 per cent. restriction on local bodies for expenditure on English education have been questioned".<sup>2</sup> In the North-West Frontier Province also the vernacular middle schools were raised to the anglo-vernacular middle standard during the year under review. In the Central Provinces also, the same tendency was noticed. It is reported that "the middle school is fast losing its old popularity as the middle school passes have little prospects of securing employment".<sup>3</sup> On the other hand these schools are increasing in popularity in the United Provinces and Assam. In the Punjab, which has 11 per cent. more such schools than all the other provinces put together, these schools are growing less and less every year in spite of the fact that they are rendering very valuable service to the countryside. There is serious cause for concern in the fact that the vernacular system of education is in danger of being submerged in the drift toward matriculation and the university.

*Reorganisation of Secondary Education.*—The subject of the reform of secondary education has received the attention of some of the Provincial Governments. This question was raised specifically as far back as the year 1934 when the Conference of Indian Universities passed the following two resolutions on the subject:—

"A practical solution to the problem of unemployment can only be found in a radical re-adjustment of the present system in schools in such a way that a large number of pupils shall be diverted at the completion of their secondary education either to occupations or to separate vocational institutions. This will enable universities to improve their standards of admission."

"With a view to effect such improvement in secondary education the Conference is of opinion that the period of study in a university for a pass degree should be at least three years although the normal length of the period during which a pupil is under instruction should not be increased and is also of opinion that this period should be divided into four definite stages."

Subsequently, in December 1935, the Central Advisory Board of Education also passed certain resolutions designed to secure the same object. The general layout of educational reconstruction as proposed by the Board was endorsed by Messrs. Abbott and Wood, who thought (a) that the universities should make themselves responsible for a three-year course leading to a first degree, and

<sup>2</sup> Bihar, page 28.

<sup>3</sup> Central Provinces, page 20.

(b) that the system of general education, below the universities should be divided into three well defined stages. They were aware that "this would ultimately involve abandoning the present administratively troublesome, and educationally ineffective, system whereby intermediate colleges or classes are sometimes part of an institution which is in fact a school, sometimes part of a university college and sometimes indeed isolated institutions providing a two-year course".<sup>4</sup>

Though the Provincial Governments were generally in agreement with the scheme outlined by the Central Advisory Board, none apparently found themselves in a position to implement it. In 1937, however, the Madras Government framed a comprehensive scheme relating to all stages of education and published it for criticism. The proposals relating to secondary education were—

- (1) that in place of the existing middle school course of three years and the high school course of three years, there should be
  - (a) a post-primary course of four years ending with the present IV Form stage, and
  - (b) a post-middle school course of three years;
- (2) that at the end of the post-primary course there should be a public examination on the results of which students should be selected
  - (a) for a pre-university course of three years, and
  - (b) for various bifurcated courses preparing students for the lower clerical service and for vocations;
- (3) that as a result of (1) and (2) above, the intermediate classes should be eliminated—the duration of the degree course being raised from two to three years;
- (4) that at the end of the high school or pre-university stage the universities should have their own entrance examination; and
- (5) that best students who ultimately wish to enter the lower ranks of Government service should flock to colleges, the age of recruitment for Government service should be reduced to 18.

Most of these proposals commended themselves to popular opinion though there was a good deal of criticism of No. (2). No. (3) also did not find favour with the universities.

After careful consideration of the criticisms and suggestions received, the Provincial Government arrived at certain decisions on the subject of the reorganisation of the secondary school course, the most important of which are given below:—

- (1) The secondary school course should be bifurcated at the end of the IV Form into a pre-university side and a vocational side may in some cases extend to three years where the course is technical.

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<sup>4</sup> Wood-Abbott Report, page 3.

- (2) There should be at present no examination for deciding who is to go to the pre-university course and who to the vocational courses. If the voluntary diversion of pupils to the vocational side fails, the question of introducing a test examination for those who wish to take the pre-university course can be considered later. Voluntary diversion to the vocational side will be encouraged by making it an avenue to Government employment.
- (3) The examination for the S.S.L.C. or Government certificate will be confined to pupils on the vocational side, there being no Government examination for those who choose the pre-university side for which there will be only the University Matriculation, which the universities have decided to revive. Those who do not wish to sit for the matriculation and proceed to the university will merely receive the headmaster's certificate that they have completed the course.
- (4) The vocational side of the high school must continue to have a fair amount of general education included, details of the curricula to be left to the Director of Public Instruction in consultation with the institutions. Such subjects as short-hand, precis-writing, letter-writing or drafting, type-writing, book-keeping, commercial geography and handwriting might form normal curriculum subjects for high school which are unable to provide more technical subjects.
- (5) On the vocational side, as regards the more technical subjects, the possibility will be examined of a system of half-time apprentices who either work for a particular period of the year in factories or workshops and the remainder of the year in the school or attend school for a part of the day and work as apprentices for the other part of the day throughout the year.

Some progress in the same direction has also been made in Bombay. Towards the close of the year 1937-38, a committee was appointed to advise Government on the question of vocational training for boys and girls in primary and secondary schools, and its reports was published during the year under report. This committee surveyed the whole field of primary and secondary education, and came to the conclusion that the principle of "educating children through purposeful creative activities leading on to productive work" was sound and that its adoption was best calculated to remedy the main weaknesses in the present system of education. The committee further recommended that the duration of the secondary school course should be for four years and that the course should be divided into two groups—(1) General and (2) Science. In this connection, the committee pointed out that the great defect of the present secondary school was that it was unduly

literary and aimed only at preparing candidates for the Matriculation Examination, and that the urgent requirement was the provision of optional or alternative courses designed to provide foundational training to enable boys to proceed to special vocational institutions or higher university courses or to prepare them for practical walks of life. Accordingly the Government sanctioned towards the close of the year a scheme for the introduction of a vocational bias in five of the Government secondary schools for boys, three of which have been converted into agricultural high schools, one into a technical high school and one into a commercial high school. The Government further appointed a Board of Secondary Education in order to have expert advice available on all matters connected with vocational schools and also on general questions concerning the reorganisation in the province and introduction in it of vocational subjects.

In the United Provinces, the report of the Secondary and Primary Education Reorganisation Committee was submitted to the Government at the close of the year. The effect of its recommendations on secondary education will be examined in the next report.

The reports from other provinces are generally silent on this question but the action taken in Madras and Bombay is of the first importance and its results should be studied with the closest attention.

*Control of English Secondary Schools.*—Private bodies have a very large share in the management of anglo-vernacular secondary schools, inasmuch as they controlled 78.5 per cent. of these schools whereas Government administered 5.3 per cent. and the rest, *i.e.*, 16.2 per cent. were in the charge of local bodies. Though some of the schools controlled by private bodies have done commendable work, in many cases their management leaves much to be desired. It is reported from Sind that "almost invariably there are two parties in the Managing Committee with the result that intrigues and counter-intrigues go on affecting seriously the administration of the schools. The interference of the members in the matter of appointment and promotion of the staff and even in the matter of the pupils is too great. The head of the institution has not got a free hand and he has often times to do things which he does not feel to be in the interests of the institution. He has sometimes to put up with the insubordination of a member of the staff only because the latter has got the backing of some important member or members".<sup>5</sup> Sometimes lack of funds leads managements to resort to questionable ways of making both ends meet. As the Education Departments have hitherto exercised little control over these private bodies it has been considered necessary to introduce radical changes in the grant-in-aid code so as to tighten control over the schools and managements, particularly with a view to improving the lot of teachers. The aim of these changes is "to

<sup>5</sup> Sind, page 26.



reward those schools that show all round good work and who give regular increments to their teachers and provide sufficient safeguards for them".<sup>5</sup>

The need for strengthening official control over private educational institutions exists almost everywhere. The obvious means of securing this are (i) distinct understanding and co-operation between the University or Board of Secondary Education, and the Education Department in the matter of the recognition of high schools and the fixing of examination standards, (ii) a bold policy on the part of Education Department in evolving a system of grants-in-aid that will make the application of its rules effective.

The dual control over secondary schools of the education department in regard to grants-in-aid and of the university in respect of examinations has been known in the past to occasion a friction in certain provinces. It is pleasing to note that the situation is apparently improving. For example, in Bombay, under the revised Statute relating to the inspection and affiliation of high schools by the university, all the schools recognised by the department are automatically recognised by the university, and in the case of a difference of opinion in regard to the recognition of a school, provision exists for a joint inspection of the school by the university and the department.

*Medium of Instruction.*—The introduction of a modern Indian language as the medium of instruction and examination continued to receive encouragement. The important features during the year under review were (i) the initiation of the scheme for introducing the vernacular as the medium of instruction in schools under the Board of Intermediate and Secondary Education, Dacca, which has been approved by Government and will, it is hoped, be given effect to shortly, and (ii) the acceptance of Oriya as the medium of instruction in all high schools in North Orissa in accordance with the new regulation of Patna University. Bihar, however, which has many multi-lingual schools was faced with a real and almost insuperable difficulty. A headmaster quoted in the Bihar report says that "it was not possible to teach either Bengali or Behari pupils except through the vernacular which they had for the first few years been accustomed to as their medium of instruction in the school. . . . An attempt is being made to teach through a common medium as far as practicable but until pupils grow accustomed to the use of the common language in their class work and the teachers concerned can speak and write the common language effectively, the whole thing must be considered experimental and not free from many imperfections".<sup>6</sup> If these and similar difficulties can be overcome, as they no doubt will be in course of time, the quickened progress which pupils ought to make when taught in their own mother tongue should be very marked. Since, however, it is reasonable to suppose that a sound

<sup>5</sup> Sind, page 26.

<sup>6</sup> Bihar, page 27.

knowledge of English will continue to be an asset of material value for the educated person there is much to be said for allowing English to take an important place as a compulsory subject.

*Teachers.*—The percentage of trained men teachers unfortunately decreased from 56.6 in 1937-38 to 56.2 during the year under report. Since 1935-36 this percentage has been reduced by 1.2 per cent., which is a serious matter. On the whole, Sind with 17 per cent., Bengal with 21.3 per cent., Bombay with 23.7 per cent., reduce the average very considerably, while Assam with 36.4 per cent. is responsible to some extent. Within one year, this percentage for men teachers in high schools in Assam has gone down by 2.5 per cent. The reason for the regrettable decline in this province as in Bombay, Bengal and Sind is the inadequate provision of facilities for training.

In this connection also, the Central Provinces report that "teachers newly appointed in the schools were all untrained men as the only training college in the province is unable to train even the teachers already working in the schools".<sup>1</sup> In the North-West Frontier Province also a large number of unqualified teachers was employed in aided anglo-vernacular secondary schools because qualified teachers were not available. Sind has also complained that owing to the limited numbers of seats available for Sindhis in the S. T. College, Bombay, the percentage of trained graduate teachers in aided schools is only 9.7, the seats available going to teachers in Government schools.

Though generally speaking the managements of private schools recruit untrained teachers, the education department as well as the examining bodies, who give recognition to these schools cannot be absolved from the responsibility of seeing that "quacks in education are not allowed to experiment on the helpless child". The importance of securing that as large a proportion as possible of the teachers in all types of school should have received an adequate professional training has been emphasised over and over again in these reports. There is, however, a condition precedent without which the best scheme of training that can be devised will fail to produce the desired result. It is necessary to see that the raw material for training is of the right quality.

The Hartog Committee were of the opinion that the average quality of the teacher and of the teaching depends to a considerable extent on the pay and conditions of service. The best type of men cannot be attracted to the profession so long as these remain unsatisfactory and only too frequently teachers have no heart in their work. The committee stated: "We have had it in evidence that some schools even make it a practice to recruit teachers temporarily for nine months, thus avoiding the payment of vacation salaries, the payment of increments and the necessity for permanent trained men. - The salaries of teachers are not

<sup>1</sup> Central Provinces, page 18.

infrequently paid very irregularly and compulsory levies for school purposes are sometimes made from the teachers' slender earnings. In spite of what has been done in recent years, the conditions of service of the teacher must be greatly altered before the quality of secondary education can become satisfactory".<sup>8</sup> It is unfortunately true that this statement made ten years ago is still applicable in many parts of India.

In the Punjab, incremental scales have been abolished and fixed salaries introduced in the schools managed by local bodies some of whom have even applied cuts to the salaries of old and experienced teachers. It looks as if annual increments and grade promotions are becoming things of the past in the case of most local bodies. The plight of teachers in privately managed institutions is still worse. Salaries are not paid regularly and teachers may be dismissed on the most flimsy grounds. In some institutions, teachers have to return to their managements considerable portions of their salaries as contributions.

The Central Provinces has also complained that "on the whole the prospects held out to the teachers by local bodies are very poor and the teachers tend to become slack, dull and uninspiring".<sup>9</sup>

In Sind, the tenure of teachers in aided schools is generally insecure and their future prospects are meagre. It is stated that "even a teacher of long standing may be thrown off from his service with a month's notice. Consequently he does not put his best into his work".<sup>10</sup>

Certain other provincial reports also dwell on this aspect of the question. Drastic steps must obviously be taken quickly to check malpractices of the kind referred to and extra vigilance on the part of the inspectorate is needed to stop preventable irregularities by the private managements of schools. The Education Departments should not divest themselves of the responsibility for watching that the teachers in the schools recognised by them are employed under satisfactory conditions of service. It may be permissible to look forward to the time when the conditions of service, including the salaries of teachers in all grades of schools can be settled by agreement on a national basis.

*Teaching.*—There are hopeful signs of improvement in the teaching of secondary schools, though the position in regard to English and the regional languages calls for amelioration since neither the teachers nor the methods of instruction employed can be regarded as satisfactory. It is, however, pleasing to remark that some provinces are adopting measures to raise the standard of English by intensive teaching, *i.e.*, by increasing the periods of study and by laying stress on conversation lessons and oral and written composition.

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<sup>8</sup> Hartog Committee Report, page 118.

<sup>9</sup> Central Provinces, page 21.

<sup>10</sup> Sind, page 34.

In the Punjab, "teachers are required to prepare their lessons at home and write useful and intelligent notes in their note books. Headmasters pay special attention to the checking of the instructional work of their staffs and maintain supervision diaries. Special emphasis is laid on oral and written composition to improve the students' power of expression".<sup>11</sup>

North-West Frontier Province has also reported that "the instructional condition of almost all the anglo-vernacular and vernacular secondary schools, as a result of the active supervision, minute inspection and guidance of the inspecting officers and hearty co-operation of the headmasters and their staff, has greatly improved and continues to be quite satisfactory".<sup>12</sup>

As for the teaching of English, it is reported from the United Provinces that in many cases it is dull and uninspiring as the "High School Examination purposes overshadow the teaching of this subject and make it mechanical and lifeless".<sup>13</sup>

In Sind, the standard of English teaching has deteriorated considerably. To some extent this is "due to the insistence on the so-called direct method, by which the pupil learns to talk a little, but cannot write a sentence correctly. The teacher is content with drilling boys in some hackneyed conversational topics, but the ability to write is not cultivated. The subject matter is not properly explained. The idiomatic expressions used in the book are not understood by the pupils. There is a lack of proper supervision on the part of head of schools in this respect".<sup>14</sup>

In the English classes attached to vernacular middle schools the position is much worse, as the teachers employed for these classes are generally untrained and possess insufficient knowledge of English. Moreover, they are not given opportunities to improve their knowledge.

An obvious remedy would be to employ only trained Honours Graduates in English as English masters and to keep their knowledge and enthusiasm fresh by means of frequent refresher courses. At the same time, it seems to be necessary that the teaching of English should be simplified and "made more domestic". In their report on "Vocational Education in India" Messrs. Abbott and Wood gave valuable advice in this connection:

"The normal boy ought to devote more of his time to work-a-day English and less to Shakespeare, Shelley and Macaulay. We would, therefore, suggest that even if set books in English are prescribed as an optional study for the examination to be held at the end of the higher secondary school course, the compulsory examination in English should mainly consist, apart from any oral test, of an essay and an

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<sup>11</sup> Punjab, page 47.

<sup>12</sup> North-West Frontier Province, page 41.

<sup>13</sup> United Provinces, page 17.

<sup>14</sup> Sind, page 34.

attempt to teach children who are suffering from the effects of malnutrition are very largely wasted.

*Medical Inspection.*—This important aspect of school organisation continued to receive attention at the hands of educational authorities, but a great deal remains to be done in most provinces before the arrangements, particularly in regard to treatment, can be regarded as reasonably satisfactory.

In Bombay, where physical training is compulsory for all students in secondary schools, Government have asked the school authorities to make adequate arrangements for the medical examination of pupils at the beginning of every year in order to determine their fitness to receive physical training. In Bengal, medical inspection is mainly confined to Government and Government aided schools in Calcutta. District Boards and Municipalities also at times employ their health officers for school medical inspection.

A complaint comes from the United Provinces that the inspection by the medical officers of health are perfunctory and are not of much use except for the purpose of collecting statistics. An Inspector of Schools has made a suggestion that "the control of these medical officers should be transferred from the Medical to the Education Department",<sup>22</sup> for it is only then that they will realize their responsibility to the cause of education.

In the Punjab, as mentioned in last year's report, most of the high schools have satisfactory arrangements for the medical inspection and treatment of their boys. It is reported that all boys are examined at least once a year and the physical defects discovered are noted in a register, but unfortunately there are apathy and lack of co-operation on the part of parents and guardians.

In Bihar, the school medical officers continued to inspect pupils in high, middle and training schools, to examine the sanitation of school premises and to deliver lectures on hygiene. The school staffs have now begun gradually to become interested in this matter and they point out the diseases to the parents, who, it is reported, are giving up their attitude of indifference.

In Assam, all the Government high schools except three and a few aided high schools were medically inspected.

In the North-West Frontier Province, the scheme for the medical inspection of school children was extended to several rural schools during the year under review. Altogether, 21,267 boys were medically examined against 17,044 the previous year. 18,808 were recommended for treatment, of whom 79 per cent. actually received the needed treatment, an encouraging result.

In Sind, out of 187 secondary aided schools, only 27 have arrangements for medical inspection. Even these are usually of a rather haphazard character but it is satisfactory to remark that the Government have ordered that "the Sind Subordinate Medical Service Officers in charge of the Dispensaries in the mofussil should

<sup>22</sup> United Provinces, page 20.

carry out regularly a monthly medical examination of the school children attending primary schools situated within the villages in which such Dispensaries are located ".<sup>23</sup>

In Delhi also the medical inspection of school children continued during the year at a cost of Rs. 6,292. 20,023 boys and 2,079 girls in urban areas and 9,924 boys in rural areas were medically inspected; the defects were pointed out to parents and guardians but it is stated that " interest in the majority of cases was at once difficult to rouse and to maintain ".<sup>24</sup>

Medical inspection is of little or no use unless prompt steps are taken either by the parents or by the school authorities to deal with the defects revealed.

*School Buildings.*—The condition of school buildings, as stated in the last year's report, did not make much noticeable improvement though in some provinces, notably the Punjab and Bihar, a number of new buildings were erected. But even the Punjab reports that some schools continued to have unsuitable and incommensurable buildings.

Both in the United Provinces and the Central Provinces, and perhaps in other provinces also, Government institutions are generally housed in satisfactory buildings, but the accommodation provided in aided schools and schools controlled by local bodies is in most cases inadequate. In the Central Provinces, bad economic conditions prevented the managements of these schools putting up new buildings or making necessary extensions or improvements to existing buildings. In this province, the vernacular middle schools have buildings of their own but few are adequate for the numbers on their rolls. The condition of the buildings of such schools in the United Provinces is even worse. " Class-rooms are overcrowded and verandahs too are used as class rooms. Annual repairs are not carried out thoroughly. Hostels are mostly unsuitable, specially where they are located in rented buildings and do not provide sufficient accommodation ".<sup>25</sup>

In the North-West Frontier Province, though some improvements have been made in the premises of Government high schools and of certain aided high and anglo-vernacular middle schools, much yet remains to be done in this direction. Several of the schools continue to be housed in unsuitable, insanitary and inadequate buildings.

Delhi and Ajmer-Merwara also need many improvements in the existing school buildings.

While it is true that a good building will not by itself make a good school, the contribution which well-designed premises can make to the efficiency of both teachers and pupils can hardly be overestimated.

<sup>23</sup> Sind, page 118.

<sup>24</sup> Delhi, page 28.

<sup>25</sup> United Provinces, page 22.

## V.—Primary Education (Boys).

The main statistics relating to the primary education of boys

TABLE XVIII.—Main statistics of

Province.	No. of primary schools for boys.		Total No. of pupils (boys and girls) in primary schools for boys.		Enrolment of boys in classes I—V, 1938-39.				
	1937-38	1938-39	1937-38	1938-39	Class I	Class II	Class III	Class IV	Class V
Madras . . .	30,411	37,306	2,400,211	2,513,020	707,586	425,876	333,181	280,002	207,008
Bombay . . .	11,751	14,871	1,005,910	1,129,836	301,411	163,550	148,563	110,083	102,140
Bengal. . . .	43,355	41,720	2,073,850	2,160,041	915,821	507,000	319,740	186,602	142,217
United Provinces .	18,275	18,547	1,221,215	1,208,700	406,045	278,556	180,583	140,270	106,129
Punjab . . . .	5,862	5,926	378,674	386,929	299,251	172,952	139,304	112,588	70,221
Bihar . . . . .	18,784	10,135	742,487	770,233	259,842	158,787	132,578	113,732	72,185
Central Provinces and Berar.	4,307	4,579	317,919	328,492	134,682	80,886	72,415	57,247	17,382
Assam . . . . .	6,295	6,483	314,507	332,653	121,507	64,707	53,826	43,640	39,721
North-West Frontier Province.	611	663	34,724	37,785	37,238	11,516	6,331	7,082	5,365
Sind . . . . .	2,061	2,188	181,330	141,235	47,323	23,556	18,303	15,317	13,067
Orissa . . . . .	7,128	7,140	265,836	270,826	55,180	77,772	47,640	34,672	17,916
Coorg . . . . .	116	116	9,983	10,310	2,056	1,304	1,247	1,034	837
Delhi . . . . .	154	149	15,202	16,114	9,760	5,381	4,303	3,405	2,728
Ajmer-Merwara . .	234	234	13,149	13,201	6,883	3,007	2,743	2,182	1,244
Baluchistan . . .	82	83	2,362	2,340	1,866	1,383	1,027	739	305
Bangalore . . . .	43	41	5,368	5,351	2,023	1,583	1,528	1,201	1,021
Minor Administrations.	40	40	7,100	7,604	4,544	1,999	1,836	1,780	1,399
BRITISH INDIA . .	158,602	159,281	9,029,897	9,407,782	3,463,908	2,070,475	1,474,247	1,110,395	801,035

(a) Includes Rs. 2,032 spent on the Weaving and Carpentry sections

(b) Includes Rs. 1,673 spent on the Weaving and Carpentry sections

\* Includes 48 boys whose classwise

are indicated in the following table:—

*primary schools for boys, 1938-39.*

Total No. of boys in classes I—V		Men teachers in primary schools, 1938-39.		Percentage of trained teachers.		Total expenditure on primary schools for boys.	
1937-38	1938-39	Total No.	Trained	1937-38	1938-39	1937-38	1938-39
						Rs.	Rs.
1,054,400	1,054,013	89,084	72,723	77.7	81.1	2,01,53,031	2,08,54,985
700,110	804,747	83,741	14,862	48.4	44.0	1,47,22,671	1,55,40,176
2,104,835	2,155,089	86,636	20,682	83.5	84.5	68,80,043	70,54,405
1,164,194	1,208,402	89,070	20,396	70.2	75.2	88,41,067	88,82,385
784,657	794,316	12,109	9,814	80.0	81.0	41,70,147	42,08,928
700,254	737,124	81,409	10,840	61.1	61.4	44,34,840	44,52,777
355,180	362,612	11,010	7,712	64.2	64.8	33,65,043	35,73,080
307,350	323,461	8,785	2,305	27.7	20.2	13,33,467	13,03,888
60,461	71,432	1,142	784	78.1	68.7	4,20,530	4,72,700
100,387	117,606	5,352	2,130	41.1	39.9	26,10,801	27,83,715
220,245	233,180	12,114	0,533	62.0	53.9	13,00,374	15,10,100
0,528	6,478	325	230	74.8	70.8	(a) 1,13,006	(b) 1,08,045
24,186	25,717	480	407	81.2	83.7	2,03,804	3,21,030
15,091	16,059	472	357	70.6	75.6	1,61,770	1,59,685
4,458	5,458*	108	102	90.7	94.4	1,10,408	93,088
7,567	7,856	182	136	73.0	74.7	85,012	85,705
10,777	11,508	254	168	63.0	64.2	1,22,836	1,28,449
8,041,403	8,026,108*	333,872	100,801	59.4	59.0	(a) 6,02,26,018	(b) 7,17,03,580

attached to the Mercara and Sanlvarante primary schools.  
attached to the Mercara and Sanlvarante primary schools,  
distribution is not known.



*Schools.*—The number of primary schools for boys showed an increase of 679 during the year under review as compared with a decrease of 1,943 schools in the previous year. The schools under public managements rose by 2,176 while aided schools fell by 723 and unaided schools by 775. This was partly due to the tendency in some provinces, notably the Punjab and Delhi, to transfer primary schools from private managements to the control of District and Municipal Boards. There was a large decrease of 2,045 schools in Madras and of 1,635 in Bengal, mainly as the outcome of the policy of more judicious distribution and the amalgamation of contiguous but inefficient institutions. In other provinces the number increased, while among the Centrally Administered Areas, Delhi and Bangalore lost 5 and 2 institutions respectively and Baluchistan added one. The outstanding feature of the year was the huge increase of 3,120 primary schools in Bombay, of which the share of the private bodies was 2,750. According to the Bombay report this “sets a land-mark in the history of private enterprise”,<sup>1</sup> and was the result of the scheme of liquidation of mass literacy launched by Government during the year under report. With a view to encouraging the establishment of approved schools by local initiative and by the effort of voluntary agencies in villages with a population of less than 700, a sum of Rs. 4 lakhs was set aside. The response was so gratifying that this provision was not only utilized in full but an additional allotment of Rs. 22,000 was made during the year. A net-work of schools in smaller villages is now spread over all the districts of the province. Government have announced their intention to follow this up and it is hoped that during the course of next year all villages with a population of 1,000 or more will be provided with schools.

In the Punjab, the number of District Board schools increased by 93, and this, it is stated, was “not on account of any programme of expansion but because of the reduction of unfourishing lower middle schools to the primary standard and of the development of branch schools into full primary schools,”<sup>2</sup> while “the continuous decline in the number of aided and unaided schools is partly due to more effective supervision by the District Inspecting staff and stricter application of rules for award of grant in the case of former particularly and partly due to the healthy transfer of responsibility for primary education from private individuals to local Boards”.<sup>2</sup>

The main statistics table does not disclose the true position about the expansion of primary education in Ajmer-Merwara. During the year under review, 16 Government and 18 private primary schools were opened, but for statistical purposes this merely made up the deficiency of 28 Government schools retroceded to Newar and Marwar States and of 6 unaided schools closed.

<sup>1</sup> Bombay, page 51.

<sup>2</sup> Punjab, page 50.

*Pupils.*—The aggregate number of pupils attending 159,281 primary schools increased by 377,895 pupils to 9,407,782. The increase in the previous year was 261,788. Except for Bangalore, which recorded a fall of 17 pupils—an insignificant drop in view of a decrease of 2 schools—all the provinces and areas reported increases in enrolment. As was to be expected, the greatest increase of 123,926 pupils occurred in Bombay, but the increases of 92,191 pupils in Bengal in spite of a reduction of over 1,600 schools and of 23,409 pupils in Madras where the number of schools declined by over 2,000 are still more noteworthy and speak well for the wisdom of the policy followed by the Madras and Bengal Governments in eliminating uneconomic and overlapping schools, and amalgamating smaller schools in close proximity to one another.

The increase in Delhi of 912 pupils notwithstanding the closure of 5 schools and in contrast to a decrease of 291 pupils in the previous year is also encouraging. There were over 47,000 more pupils on the books in the United Provinces, 33,000 in Bihar, 18,000 in Assam and 10,000 in the Central Provinces, 9,000 in Sind and 8,000 in the Punjab. The net result was a rise in average enrolment from 57 to 59.

Co-education in primary schools for boys was in operation to the extent of 1,241,561 girls in the total enrolment of 9,407,782 pupils; 76,159 boys were reading in primary schools for girls. Thus altogether 8,242,380 boys were enrolled in all primary schools during 1938-39, the previous year the number being 7,974,703. Taking into account the boys studying in primary classes attached to secondary schools, the aggregate number of boys in classes I-V was 8,926,108. During 1937-38 this number was 8,641,403. The increase of 284,705 boys was made up of 6,771 boys in class I, 119,981 boys in class II, 52,742 in class III, 21,553 in class IV and 83,658 in class V. The large increase in class V, and a smaller increase in class I are both significant and satisfactory. The former, it is true, is due in a great measure to the action taken by the Madras Government to prolong the school life of children in primary schools by raising incomplete schools to class V standard, which resulted in an increase of 58,751 boys in class V during the year. At the same time the Provincial Government have been able to raise the percentage of complete schools to the total number of schools from 16.8 in 1935-36 to 65.3 in 1938-39, and the percentage of pupils reading in class V to those in class I from 9.5 to 22.3. The comparatively small increase in class I is attributable to the restriction of admission to the first two months of the school year and to the regularisation of class to class promotion. The craze for mere numbers appears to be weakening and persistent efforts are being made to make class to class promotion progressively more steady and thereby to diminish the leakage between the classes.

The year under review not only saw a considerable expansion of primary education, but it also witnessed some real progress as the comparative percentage distribution of boys in classes I—V shows:—

	Class I.	Class II.	Class III.	Class IV.	Class V.
1937-38 . .	40.0	22.6	16.5	12.6	8.3
1938-39 . .	38.7	23.2	16.6	12.5	9.5

Wastage though less than it was is still a very long way from the irreducible minimum.

*Wastage.*—The percentages of boys who reached class IV in the normal course of four years are given in the following table:—

TABLE XIX.—*Wastage among boys in primary classes.*

Province.	NUMBER OF BOYS IN				PROPORTION OF BOYS IN		WASTAGE PERCENT-AGE.	
	Class I, 1935-36.	Class II, 1936-37.	Class III, 1937-38.	Class IV, 1938-39.	Class I, 1935-36.	Class IV, 1938-39.	1937-38.	1938-39.
Madras . . .	873,222	410,175	323,137	280,002	100	32.2	67	67.8
Bombay (Including Sind)	291,607	171,043	162,735	134,400	100	46.1	53	53.9
Bengal . . .	1,066,272	381,084	297,035	180,602	100	16.9	84	83.1
United Provinces .	470,363	267,100	180,275	140,270	100	29.3	72	70.7
Punjab . . .	332,133	168,107	135,627	112,588	100	33.9	69	66.1
Bihar (Including Orissa)	281,955	226,151	177,722	148,404	100	31.3	46	63.7
Central Provinces and Berar.	120,676	83,438	72,627	57,247	100	47.4	54	52.6
Assam . . .	105,874	57,734	50,078	43,640	100	41.2	59	58.8
North-West Frontier Province.	33,706	11,455	9,305	7,982	100	23.7	76	76.3
Coorg . . .	1,642	1,224	1,165	1,034	100	63.0	43	37.0
Delhi . . .	10,023	4,711	3,075	3,465	100	34.6	69	65.4
Ajmer-Merwara . .	6,092	3,497	2,761	2,182	100	35.8	69	64.2
Baluchistan. . .	1,727	1,528	705	730	100	42.8	79	57.2
Bangalore . . .	3,054	1,573	1,378	1,201	100	39.3	58	60.7
Minor Administrations .	3,801	1,672	1,609	1,730	100	45.5	58	54.5
BRITISH INDIA . .	3,611,237	1,790,672	1,422,024	1,116,395	100	30.9	70	69.1

The figures show a very slight improvement over the previous year.

The causes of wastage were discussed at length in the last year's report. It was pointed out at the same time that the wastage percentages are somewhat misleading, as in the calculating of the numbers in the first year of the course the boys in the senior section of infant class who can hope to be promoted to the next standard and those in the junior section who cannot be passed on to class I after one year are both included. The special measures adopted by the Provincial Governments during the year under report to improve classification are indicated below:—

The Madras Government as previously pursued the policy of transforming all the incomplete schools into complete ones with five standards with the object of keeping children longer at school and discouraging premature withdrawal.

In Bombay, the Educational Department suggested to the local bodies that they should adopt a rule limiting fresh admissions to the infants class to the two months following the reopening of the schools. Out of 38 local authorities 22 have adopted the suggestion. Another experimental measure designed to obviate stagnation in primary schools under present conditions and specially in the infants class was introduced during the year. According to this fresh admissions to the infants class would henceforth be restricted to children who had attained the age of 6 *plus*. This has so far been carried into effect by 5 local authorities only.

In Bengal the policy of closing down inefficient schools has effected some definite improvement. Whereas the number of boys in class I has decreased by the significant figure of 80,000, in class II the number increased by 90,000, in classes IV and V by 9,000 each.

In the United Provinces, some schools are said to have succeeded in reducing wastage by making the teaching more interesting through the instrumentality of illustrative material. The appointment of women teachers for the infants has further helped in this direction.

In the Punjab, "greater keenness on avoiding leakage and the laying of greater stress on better promotions" is discernible. Bogus enrolment is being stamped out, and the further measures with the same object referred to in the last year's report are now in operation.

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\* Punjab, page 51.

In Sind, the following special steps have been taken with a view to prevent wastage :—

- (1) A Montessori Method Class has been opened in the Training College for Men, Hyderabad.
- (2) A revision of the curriculum both in schools and in the training institutions with a view to bringing it into closer harmony with local environment is under consideration.
- (3) The proportion of trained teachers is being gradually raised.
- (4) The period of admissions into the infant class has been restricted to the first two months of the year in the municipal areas.
- (5) The Primary Education Act has been amended with a view to providing effective inspection and control of schools.

In other provinces also remedial measures have been adopted and though the Provincial Governments generally "are fully alive to the causes of wastage and are making strenuous efforts to improve the situation,"<sup>4</sup> yet certain matters such as mal-administration on the part of local bodies, unsatisfactory conditions of service of teachers, unsuitable curricula, etc., remain to be tackled. For example, the Central Provinces report states that "poor teaching resulting from unsatisfactory conditions of service and cheap type schools are chiefly responsible for an absence of noticeable progress".<sup>5</sup> The Bihar report is equally emphatic:—

"It was mentioned in last year's report that there was a large number of admissions to the infant class but the figures for this year do not show any upward move in the next higher class, while those for classes II and III record a slight diminution. If this regrettable lack of progress is investigated, it will be found to be due in great part to the non-cooperation of local bodies with their advisers and to lack of control over their budgets".<sup>6</sup>

Clearly in a country like India with its vast population scattered over innumerable villages, and with the prevalence of sickness in many forms, the attack on a major problem like wastage can only make progress by stages unless and until it becomes practicable to make primary education universal and compulsory.

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<sup>4</sup> 11th Q. R. (1932-37), page 128.

<sup>5</sup> Central Provinces, page 80.

<sup>6</sup> Bihar, page 32.

TABLE XX.—*Single-teacher primary schools for boys.*

Province.	Single-teacher schools.		Percentage of single-teacher schools to total number of primary schools.	
	1937-38.	1938-39.	1937-38.	1938-39.
Madras . . . . .	14,317	14,744	36.3	39.5
Bombay . . . . .	4,836	5,191	41.1	34.0
Bengal . . . . .	17,739	16,894	40.0	40.6
United Provinces . . . . .	2,768	4,533	15.1	24.4
Punjab . . . . .	1,898	1,920	32.4	32.4
Bihar . . . . .	11,860	12,093	63.1	63.2
Central Provinces and Berar . . . . .	808	1,197	20.4	20.2
Assam . . . . .	4,501	4,043	71.5	71.6
North-West Frontier Province . . . . .	390	416	63.3	62.7
Sind . . . . .	808	950	43.6	43.4
Orissa . . . . .	3,755	3,772	52.7	52.8
Coorg . . . . .	61	48	52.6	41.4
Delhi . . . . .	63	65	40.0	30.0
Ajmer-Merwara . . . . .	140	180	50.8	50.4
Baluchistan . . . . .	64	60	72.0	72.0
Bangalore . . . . .	1	2	2.3	4.0
Minor Administrations . . . . .	6	5	15.0	12.5
BRITISH INDIA . . . . .	64,176	66,662	40.4	41.0

*Single-teacher schools.*—It is generally recognised that these schools are potent causes of wastage, but in a country of small and wide-scattered villages it is difficult to reduce the numbers of them and impossible to do without them altogether. At the same time it is unfortunate that during the year under report the number of these schools should have increased by 2,486 to 66,662, an increase shared by all the units except Bombay, Bengal and Coorg. The percentage of single-teacher schools to the total number of primary schools increased from 40.4 to 41.9. The situation deteriorated markedly in Madras where the percentage rose from 36.3 to 39.5, the United Provinces from 15.1 to 24.4 and the Central Provinces from 20.4 to 26.1. Bombay deserves credit for having reduced the percentage of single-teacher schools from 41.1 to 34.9, in spite of the addition of not less than 3,000 primary schools. It is regrettable that in some provinces new schools started during the year could not be staffed adequately, with the result that the endeavour for expansion so far from strengthening the primary education system has only introduced further source of weakness.

An Inspector of Schools in the Punjab has made the suggestion that uneconomical single-teacher schools might be closed down after due warning, and the staff thus released employed elsewhere

and that where the distances are not prohibitive two or three single-teacher schools should be coalesced into one larger school and further that the single-teacher schools for boys should be converted into mixed schools with two or more teachers. What is in theory a sound proposition is likely to remain a pious hope since it is stated in the report of that province that "practically all the Divisional Inspectors are agreed that it is not possible to eliminate these schools altogether".<sup>1</sup>

The Bihar report has affirmed the opinion that as "real efficiency cannot be looked for in a one-teacher school, the expenditure of public money on schools of this type should be checked".<sup>2</sup> In this province over 63 per cent. schools have only one teacher, and in spite of the official view quoted above a fairly large number of schools with only one teacher were given recognition during the year. It is some consolation to learn that two of the districts in the province were able to provide adequate staffs for their single-teacher schools.

A large number of single-teacher schools exist in all the Centrally Administered Areas except Bangalore and it is to be hoped that it may be possible in the near future to provide the additional teachers without whom little real improvement in this respect can be expected.

*Shift System.*—This system is useful as a temporary expedient in the case of schools which cannot be provided with a sufficient staff. In Bombay 677 out of 14,871 primary schools have introduced this system with some success. The application of this system to 5 Biss\* type schools in a district in Bengal did not turn out satisfactory, though its introduction to the lowest class in three other districts proved helpful in many ways. The following advantages<sup>3</sup> have been claimed for this system as applied to the lowest primary class:—

- (1) The majority of the pupils being in the lowest class, the difficulties of accommodation have been considerably reduced.
- (2) Better and more effective teaching of the beginners has been made possible. This is perhaps the most noticeable result and is in striking contrast with former conditions in which most attention was paid to the teaching of the higher classes.
- (3) Economy in the number of teachers is made possible.
- (4) As all children are not at school simultaneously and particularly as the bigger children attend school in the afternoon, the procedure finds favour with parents.

<sup>1</sup> Punjab, page 7.

<sup>2</sup> Bihar, page 31.

<sup>3</sup> Bengal, page 10.

\* Biss type schools are named after their originator Mr. E. E. Biss, I.E.S., who as a result of a survey of primary education in Bengal in 1921-22 framed a scheme to provide free primary education in urban as well rural areas on the basis of a contribution by the Government of half the cost, capital and recurring, the other half being met by the Local Body concerned.

The Bombay report cites arguments for and against the system, but whereas the advantages described are substantially the same as those mentioned above the objections against the system lose some of their force if the system is introduced only for infant class and standard I. It cannot, however, be maintained that under any circumstance the shift system is an adequate substitute for a full time school with a full staff.

*Compulsory Education.*—The comparative position of areas under compulsion for the year under report and the preceding year is shown in the following table:—

TABLE XXI.—Areas under Compulsion, 1938-39.

Province.	Urban areas.		Rural areas.	No. of villages in rural areas under compulsion.	
	1937-38.	1938-39.		1937-38.	1938-39.
Madras . . . . .	27	28	7	104	104
Bombay . . . . .	9	9	2	143	143
Bengal . . . . .	2	1	—	—	—
United Provinces . . . . .	36	36	25	1,224	1,224
Punjab . . . . .	63	65	2,047	8,823	10,033
Bihar . . . . .	1	1	1	1	1
Central Provinces and Bihar.	30	32	8	494	1,210
Sind . . . . .	1	1	2	500	758
Orissa . . . . .	1	1	1	14	22
Dolhi . . . . .	1	1	8	15	12

Satisfactory progress in the way of making compulsion effective cannot be recorded though a few local bodies seem to have done their best. The record of the majority, however, in this respect is far from commendable.

The Bombay report remarks that "no local authority appears to have taken any stringent measures beyond the issue of notices".<sup>10</sup> In order to obtain effective control over primary education, the Provincial Government amended their Primary Education Act and took away certain powers from Local Boards. A further reference to this will be made later in this chapter. Under the amended Act the Government declared universal free and Compulsory Primary Education to be their ultimate goal. Furthermore they made a special provision in the budget for 1939-40 to finance any schemes of compulsion submitted by local authorities.

<sup>10</sup> Bombay, page 76.



In one Municipality in the United Provinces 37.6 per cent. pupils attending schools in compulsory areas reached standard IV and presumable permanent literacy, in another 40 per cent., and yet in other 62.2 per cent.—a creditable record. On the other hand, the situation degenerated sadly in other Municipalities from 14.5 per cent. reaching standard IV to 8 per cent.; from 15 per cent. to 8.7 per cent., from 21.8 per cent. to 14.8 per cent., and from 37.2 per cent. to 21.8 per cent. Similar varied percentages were registered for rural areas. On the whole the position can be summed up in the following quotation from the United Provinces report:

"The figures make dismal reading . . . . The whole scheme needs revision and the experimental areas closed and the money better applied. The local education authorities are largely responsible for the poor results as they will not enforce compulsion and are apathetic, but the economic condition of the people has been a great obstacle to success—the children's labour cannot be spared and nothing but economic betterment will remove this".<sup>11</sup>

In the Punjab, efforts were directed towards making the enforcement of compulsion where it existed real and effective. But as pointed out in the 1937-38 report the unsuitability of certain of the areas selected for compulsion hindered progress. Certain other reasons, *e.g.*, the indifference of attendance committees and the law's long delays, were also responsible for a rather unhappy state of affairs. The new Primary Education Act may perhaps remove the present defects.

In Bihar, compulsion is still in an embryonic stage and no comments on its success can be made. It has been decided to introduce compulsion in all Municipalities situated at district headquarters and Government has offered generous grants for the purpose.

In the North-West Frontier Province, a Bill for the introduction of free and compulsory primary education in the province was passed during the year under review, and as a first step it was proposed to introduce free and compulsory primary education for all boys of school-going age within the boundaries of the Municipal Committee, Peshawar. For this purpose a grant of Rs. 12,000 for the first year and Rs. 24,000 annually for future years was sanctioned.

The Delhi Municipal Committee has reported the result of compulsion to be below expectations. In rural areas want of funds obstructed the introduction of compulsion in more areas, while in New Delhi the scheme has not received the approval of Government. In Ajmer-Merwara, the question of applying compulsion in selected areas was under the consideration of the local administration.

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<sup>11</sup> United Provinces, page 29.

Most of the wastage prevalent in the primary education can be checked if compulsion is applied effectively. To make it effective there must be a judicious selection of areas, rigid enforcement of the provisions of Act in those places where it is operative, infliction of deterrent penalties on recalcitrant parents, and a general tightening up of the control of Provincial Governments through the Ministry of Education over the whole system of primary education. The closure of inefficient single-teacher and unnecessary schools, the concentration of attention on schools in those areas where the parents are sympathetic towards education, and most important of all the awakening of interest and responsibility in local bodies who largely control primary schools are preliminary steps which should be taken for improving an admittedly unsatisfactory situation.

*Control.*—The table below shows the amount of direct control which Government, local bodies and private agencies exercise over primary schools.

TABLE XXII.—*Percentage distribution of primary schools by management, 1933-39.*

Province.	SCHOOLS MAINTAINED BY		
	Government.	Local Bodies.	Private Managements.
Madras . . . . .	4.2	42.6	53.2
Bombay . . . . .	0.2	66.9	33.0
Bengal . . . . .	0.2	16.5	83.3
United Provinces . . . . .	0.1	74.2	25.7
Punjab . . . . .	0.2	85.4	14.4
Bihar . . . . .	..	17.9	82.1
Central Provinces and Berar . . . . .	0.2	94.6	5.2
Assam . . . . .	5.6	72.1	22.3
North-West Frontier Province . . . . .	..	93.8	6.2
Sind . . . . .	..	60.7	39.3
Orissa . . . . .	1.7	13.5	84.8
Coorg . . . . .	4.3	75.0	20.7
Delhi . . . . .	..	71.1	28.9
Ajmer-Merwara . . . . .	60.2	8.5	31.3
Baluchistan . . . . .	68.6	..	1.2
Bangalore . . . . .	2.4	48.8	48.8
Minor Administrations . . . . .	32.5	22.5	45.0
BRITISH INDIA . . . . .	15.4	42.2	42.4

In view of recent complaints of laxity in administration on the part of local bodies which control a large proportion of primary schools some Provincial Governments took measures during the year under review to make administration more efficient.

The Madras Elementary Education Act of 1920 was amended with a view to the abolition of the District Educational Councils which experience showed had not worked satisfactorily. In consequence they ceased to exist from 1st June 1939. Several other amendments were made in the Act to improve the conditions of service of teachers serving under private managements and to provide for the direct payment of grants to teachers in cases where managements fail to pay their salaries regularly and for due notice being given by the parties concerned before a teacher leaves the service of a management or the management proposes to terminate his engagement.

The Bombay Government also amended their Primary Education Act during the year under report. As a result, the administrative officers of local bodies have become Government servants and are now more free to exercise the powers vested in them. Government have resumed full control of the inspecting staff and have taken certain powers of control over the School Boards similar to those exercised over the local bodies. Another important event was the establishment of a Provincial Board of Primary Education to advise Government. As a result, several improvements have been effected, for example, "appointments of teachers are made on the basis of merit and not through influence that candidates may bring to bear; transfers are made only when the exigencies of the Department require and not merely to suit the conveniences of the teachers or the whims of School Board members",<sup>12</sup> and the teachers have now got "greater peace of mind and sense of security and more freedom to do their work".<sup>12</sup> On the other hand, the amended Act is said to have engendered an attitude of indifference in School Boards, but it is hoped that this will not endure.

The Sind Government also agreed to certain amendments to the Bombay Primary Education Act, which operates in Sind as well, with a view to improving the administration of primary education. The administrative officers and supervisors have become Government employees and thus independent of the local Boards.

On the other hand in certain other provinces no improvement is to be noted in the standard of educational administration. Complaints were recorded in the United Provinces, the Punjab, Bihar, Central Provinces and Assam that cases of friction between the educational officers and local bodies, and instances of mal-administration were by no means uncommon. The Punjab report has remarked that "the time has definitely come for Government to review the whole position in regard to the delegation of powers as well as the general question of relationship between the educational officers and the local bodies. The matter has been hanging

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<sup>12</sup> Bombay, page 77.

fire for a considerable time, and an urgent solution is desirable".<sup>13</sup> The Director of Public Instruction, Assam is emphatic in this connection: "It is high time that the control of vernacular education should be taken from local bodies into the hands of the Minister for Education".<sup>14</sup> It is clear that the time has come when local bodies must either discharge efficiently their educational responsibilities or hand them over to those who will.

*Basic Primary Education.*—The system of education which is popularly called the "Wardha Scheme" and was embodied in the Zakir Husain Committee's report lays emphasis on education through activity. The Wardha Scheme has come in for a great deal of criticism, much of it unjustifiable. It is not for instance correct to say that it is primarily concerned with the production of saleable material, or that it regards spinning and weaving the only basic craft worth teaching in schools or that it overlooks the importance of religious education. A truer estimate of its educational value has been formed by the Director of Public Instruction, United Provinces: "This scheme is not a political stunt or a party slogan but an adaptation to Indian needs of educational changes which have won acceptance in Europe and America and have revolutionized the elementary stage of education in England."<sup>15</sup>

During the year under report some provinces were able to introduce Wardha Scheme in their existing schools or to open new "basic" schools.

The Government of Bombay sanctioned a scheme to open about 100 "basic" schools from June 1939-40 in four compact areas and 40 in isolated places; one school was working on the lines of the Wardha Scheme for about 8 months. In the United Provinces, a committee appointed by the Provincial Government submitted an interim report recommending the adoption of this scheme with certain modifications. To train teachers in the "basic" system of education, a training college was started during the year, to which an experimental "basic" school consisting of classes I and II, where the actual system was worked out, was attached. In addition, a course was started at the college to train 98 craft teachers who were later distributed among the Basic Refresher centres. Two teachers from each District Board were sent to the Basic Training College to undergo a three months refresher course in the basic system of education. At the headquarters of the seven inspectorate districts in the province, primary school teachers from District and Municipal Boards also underwent training in the methods of "basic" education after the close of the year.

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<sup>13</sup> Punjab, page 34.

<sup>14</sup> Assam, page 5.

<sup>15</sup> United Provinces, pages 3-4.

In Bihar, a Basic Education Board under the Chairmanship of the Education Minister was constituted to organise basic education. This Board selected Brindaban for an experiment and a sum of Rs. 20,000 was placed at its disposal for expenses in connection with it. 25 schools were opened on the 13th April 1939 and the teachers trained at the Patna Training College during the first emergency course were absorbed in them. The basic crafts selected were spinning and gardening.

In the Central Provinces, a syllabus on the lines of the Wardha Scheme, prepared by a committee appointed by Government in March 1938 under the Chairmanship of Dr. Zakir Husain, was approved by Government for adoption in the primary schools. In January 1939, Government issued orders permitting the introduction of this syllabus in the primary schools, provided that teachers, equipment and material were made available by the management. The scheme for the establishment of Vidya Mandirs also came into effect during the year. Sixty-eight offers of plots were accepted by Government and the acceptance of other offers was under consideration. The Wardha Normal School was converted into the Vidya Mandir Training School and 153 candidates on completing their training were posted under four district councils for practical training.

In Assam, the Government provided a sum of Rs. 1,000 to encourage the study of Hindustani, and also Rs. 1,200 for the training of teachers of "basic" schools under the Wardha Scheme.

In Orissa, Government set up a Board of Basic Education and seven persons including two Government servants were deputed to the Vidya Mandir Training School at Wardha with a view to starting on their return a training school in Orissa on the principles of basic education.

On the other hand, Madras, Bengal, the Punjab, the North-West Frontier Province and Sind did not introduce the Wardha Scheme in their recognised schools. The Punjab, however, framed a scheme embodying certain of its main features. The North-West Frontier Province proposed to send four teachers to undergo training at the Jamia Millia, Delhi, and on their return to put them in two or three specially selected schools in order to give the scheme a trial.

At the moment the scheme is still in an experimental stage and it is premature to express any too definite opinion as to the contribution it may ultimately make towards placing primary education on a sounder and more practical basis.

*Teachers.*—The percentage of trained teachers in primary schools will be found in columns 15 and 16 of table XVIII. For British India, the percentage improved from 58.4 to 59. The percentage of trained teachers increased in all the provinces except

Bombay, United Provinces, Assam, North-West Frontier Province, Sind, Coorg, Ajmer-Merwara and Baluchistan. The position remained very unsatisfactory in Bengal with only 34.5 per cent. trained teachers and in some other provinces also.

In Bombay, the decrease in percentage was due to the employment by local authorities of a number of untrained teachers in connection with the schemes of general expansion. On the recommendation of the Primary Teachers' Training Committee, which had emphasised the need for training as many of the teachers already in employment as possible within a reasonably short time, Government put the necessary measures in train. It is reported that "a large number of qualified teachers have already been admitted to the expanded and newly opened training institutions and it is hoped that with the full introduction of the scheme more and more primary teachers will be trained and the standard of education in the primary schools will be raised and stagnation in the lower classes will be appreciably minimized."<sup>16</sup>

Bengal rightly regards the problem of the training of teachers as one of the most vital problems confronting the Education Department in view of the comparatively small proportion of trained men teachers (34.5 per cent.) in primary schools. It is reported that "steps are being taken for the establishment of training centres (attached to selected high schools) for teachers of primary schools in cess-paying districts in the near future".<sup>17</sup>

An important event of the year in connection with the question of securing an adequate supply of teachers in Bengal was the appointment of a committee to advise Government concerning the problem of primary education. The following recommendations relating to teachers were made by the committee and were under the consideration of the Government at the close of the year:

- (1) All newly appointed teachers should be matriculates and should be trained.
- (2) Primary school teaching should be made a profession with prospects of promotion to Inspectorships as well as Headmasterships.
- (3) An additional supply of 6,000 trained teachers per year is required and arrangements should be made accordingly. The training should cover everything that appertains to village life and welfare.
- (4) Where possible lady teachers should be appointed for primary schools.

It is to be hoped that early steps may be taken to implement these recommendations.

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<sup>16</sup> Bombay, page 62.

<sup>17</sup> Bengal, page 10.

In the Punjab, where the percentage of trained men teachers was as high as 81, "strenuous efforts were made in each district to refresh teachers. The results achieved manifested themselves in increased enrolment, better average attendance and reduction in stagnation. The increase in the efficiency of staff brought with it considerable reduction in the cost of maintaining primary schools."<sup>18</sup>

The North-West Frontier Province has reported a serious shortage of qualified teachers with the result that untrained pupil teachers had to be appointed to vacancies caused by the opening of new primary schools. A hope has, however, been expressed that "the deficiency of qualified teachers will be made up during the current year when such teachers become available".<sup>19</sup>

In Assam, the complaint made in the last year's report has been repeated that local bodies appoint untrained teachers even when trained teachers are available.

Such is the situation prevailing in the various provinces. An adequate supply of trained teachers remains the first and foremost requirement of primary schools. 'Refresher Courses' for the teachers already in employment are hardly less important.

*Pay of Teachers.*—The scales of pay of primary school trained teachers, men and women, which differ from province to province, are given in an Appendix\* to this report.

It will be observed that there is a considerable disparity between the salaries in Government schools and those in schools under the control of local bodies. The latter are as a rule extremely inadequate. Another drawback of service under local bodies is that salaries are not paid regularly. The Central Provinces report has aptly pointed out that "the local bodies will readily realise that when teachers working under their control do not receive regular payments of salaries and experience want of consideration in other ways, they are likely to lose interest in their work and become discontented. This must exercise an adverse influence on their efficiency as teachers and thus on the general progress of education in the province."<sup>20</sup>

As a contrast to this it is pleasant to note, as already mentioned, that during the year under report the Madras Government framed rules to improve the conditions of service of teachers in elementary schools under private management.

<sup>18</sup> Punjab, page 52.

<sup>19</sup> North-West Frontier Province, page 60.

<sup>20</sup> Central Provinces, page 31.

\* Printed separately.

In March 1939, the Bombay Government appointed a committee "to enquire into the position in respect of the pay and allowances of primary teachers and to advise them as to the best method of removing the anomalies and hardships".<sup>21</sup> This is a step in the right direction, although in actual fact the scales for primary teachers in Bombay already compare favourably with those in most other provinces.

*Tuition.*—In many areas, efforts to make the teaching more interesting and attractive were continued during the year under report.

For example, the Punjab reports that "methods of instruction have undergone a radical change with salutary effect. In place of being watertight and detached institutions, the schools have become community centres intimately connected with the areas they are intended to serve".<sup>22</sup>

The United Provinces, North-West Frontier Province and Sind reports also give a similar impression. In other provinces also, particularly in Madras, Bombay and Central Provinces, the position in this respect though not specifically referred to in the reports may be taken as being satisfactory.

An important feature of the year in Bombay was the provisional introduction of a revised syllabus in the practising schools attached to training institutions. It is proposed to introduce this also in the existing primary schools from June 1940. Another innovation was the preparation of a simplified course of instruction suited to the requirements of small village schools.

In the Central Provinces, as already stated, the syllabus prepared by Dr. Zakir Husain's Committee on Basic Education was permitted to be introduced in primary schools, provided that trained teachers, equipment and material were made available by the management.

*Expenditure.*—The total expenditure on primary schools for boys increased by Rs. 24.8 lakhs to Rs. 7,17,03,580, the increase during the previous year being about Rs. 15½ lakhs.

The figures of expenditure by provinces are given in columns 17 and 18 of table XVIII. It will be found that the expenditure increased in all the provinces except Ajmer-Merwara and Baluchistan, where the decreases were slight, due in the former to the retrocession of a certain number of primary schools to the Mewar and Marwar States, and in the latter mainly to the elimination of expenditure from Board funds. The largest increase in expenditure of about Rs. 8 lakhs occurred in Bombay, followed by Madras with about Rs. 7 lakhs.

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<sup>21</sup> Bombay, page 62.

<sup>22</sup> Punjab, page 52.



The percentage distribution of expenditure from the various sources, and average cost per child in a primary school for boys are shown in the following table:—

TABLE XXIII.—Percentage distribution of expenditure from various sources and average cost per child in a primary school for boys, 1938-39.

Province.	Government funds.	Board funds.	Fees.	Other sources.	Average cost per child.	
					Rs. A. P.	
Madras . . . . .	56.88	27.34	2.40	13.38	8 4 2	
Bombay . . . . .	63.0	25.3	4.4	6.7	14 0 0	
Bengal . . . . .	39.1	24.8	25.2	10.9	3 4 10	
United Provinces . . . . .	64.8	28.8	3.9	2.5	7 0 0	
Punjab . . . . .	60.17	33.05	1.53	4.35	11 0 6	
Bihar . . . . .	0.28	73.85	13.40	12.88	6 6 1	
Central Provinces and Berar . . . . .	35.57	58.04	1.50	4.80	10 4 6	
Assam . . . . .	65.33	23.38	0.04	12.25	4 3 0	
N.-W. F. Province . . . . .	42.4	44.0	0.5	13.1	19 7 6	
Sind . . . . .	57.0	30.1	2.0	10.3	21 0 0	
Orissa . . . . .	74.22	7.51	0.20	0.07	5 0 0	
Coorg . . . . .	50.57	43.33	3.80	2.30	10 6 9	
Delhi . . . . .	30.3	58.5	1.1	10.1	19 4 9	
Ajmer-Merwara . . . . .	40.0	27.0	5.2	27.8	12 1 7	
Baluchistan . . . . .	00.72	..	0.23	..	34 3 0	
Bangalore . . . . .	41.3	38.3	3.7	16.7	16 0 3	
British India (including Minor Administrations).	1938-39	53.7	31.3	5.0	9.1	7 9 11
	1937-38	49.0	33.2	6.5	11.3	7 10 8

The total cost per child has decreased, also the shares of local bodies, fees and 'other sources' in the total expenditure, while the relative contribution from Government has increased.

The provincial figures show that education in primary schools is practically free in Assam, Baluchistan and North-West Frontier Province; while in Delhi, the Punjab, the Central Provinces, Sind, Madras and to a lesser extent in the United Provinces and Bombay, the receipts from fees charged are negligible. The larger receipts from this source in Bengal and Bihar are accounted for by the fact that many of the primary schools are under private management.

The average cost per child in a primary school is largely determined by the salaries paid to teachers. The figures in column 6 of table XXIII will indicate where the comparative position of teachers in this respect in the various provinces is.

*School Buildings.*—On the whole, the situation with regard to the provision of modern buildings for boys' primary schools remains unsatisfactory. The acquisition of suitable sites is often the main problem. In the existing financial circumstances the erection on a large scale of thoroughly up-to-date premises has had to be regarded in most areas as outside practical politics but sooner or later the whole question of designing schools which will both fit for their purpose and reasonably be cheap must be taken in hand.

In some areas, however, definite progress can be recorded. In Madras, for instance, the number of buildings constructed during 1938-39 for the accommodation of elementary schools for boys was 600, of which 96 were for schools under public management.

In Bombay, only about 25 per cent. of boys' schools were housed in their own buildings whereas more than 46 per cent. were held in rent free buildings and these being mainly *Chaodis*, *Dharmshalas*, etc., were usually unsuitable. About 24 per cent. had rented buildings. This matter received thorough investigation and it was recognised that if all the primary schools were to be provided with buildings of their own, the total cost of construction, on a very modest scale of design, would exceed two crores, a burden which the local bodies even with generous help from Government could hardly undertake unless 'philanthropic support' of 'popular contributions' were forthcoming in a very liberal measure.

Government placed a sum of Rs. one lakh at the disposal of the Director of Public Instruction for distribution among the 20 districts of the province at the rate of Rs. 5,000 per district and the latter amount was placed at the disposal of a special committee for each district on condition that an equal sum was provided by the District Local Board from its own funds or partly from its own funds and partly from private contributions.

## VI.—*Training of Teachers.*

The provision for the training of men teachers in secondary and primary schools is dealt with in this chapter and that for women teachers will be found in chapter VII.

*Training Colleges.*—The number of training colleges for men increased by 1 to 19, the newly established college being "the Government Basic Training College, Allahabad". The enrolment in them went up from 1,421 to 1,686. The number of men under training, however, rose only by 153 to 1,568. The statistics of these colleges by provinces is given in the following table:—

TABLE XXIV.—*Training colleges for men.*

Province.	1937-38.			1938-39.		
	Number.	Enrolment.	Total No. of men under training.	Number.	Enrolment.	Total No. of men under training.
Madras . . . . .	3	392	392	3	393	391
Bombay . . . . .	1	104	86	1	109	83
Bengal . . . . .	3	191	187	3	196	193
United Provinces . . . .	(a)6	306	303	(a)7	403	427
Punjab . . . . .	2	135	155	2	161	184
Bihar . . . . .	1	40	46	1	64	58
Central Provinces and Berar .	1	130	121	1	142	120
Assam . . . . .	..	..	(b)50	..	..	(b)76
Sind . . . . .	..	..	..	..	..	..
Orissa . . . . .	1	23	23	1	29	27
BRITISH INDIA . . . . .	15	1,421	1,415	19	1,606	1,588

(a) Includes the teaching departments attached to the Benares Hindu and the Aligarh Muslim Universities.

(b) Represents number of students in the B.T. Class attached to St. Edmund's College, Shillong.

Though three training colleges, *viz.*, (1) Secondary Training College, Bombay, (2) Shri Maharani Tarabai Teachers' College, Kolhapur, and (3) Secondary Teachers' College, Baroda, are affiliated to Bombay University, only the first is situated in the Bombay Presidency. As this college caters for Sindhi students as well, the facilities for training graduate teachers can hardly be considered as adequate, especially as the percentage of trained men teachers in secondary schools in this province is 23.7 and in Sind only 19.0. It is, however, satisfactory that the Bombay Government have now realised the necessity for increasing training facilities and have sanctioned the establishment of a new secondary training college at Belgaum. This college was formally opened in June, 1939 and will provide for the training of 100 teachers every year. In addition to the training colleges preparing candidates for the B.T. degree, provision exists for the recognition of training classes, which prepare teachers, mostly non-graduates, for the Secondary Teachers' Certificate Examination. Though a teacher "holding this certificate is not regarded as trained, he is in a much better position to conduct a class than an uncertificated teacher".<sup>1</sup>

Bengal has two regular training colleges for training teachers for Indian secondary schools. During the year under review 182 students, all of whom were studying for the B.T. course, were on the roll. St. Xavier's College, Calcutta, had also 14 students in the B.T. course. As mentioned in the last year's report, Calcutta

<sup>1</sup> Bombay, page 42.

University has also started short training courses for teachers in specific subjects, thereby supplementing the work of the Government training colleges. This province has the largest number of men teachers (28,491) in secondary schools, against 10,411 in Madras, 6,582 in Bombay, 11,266 in the United Provinces, 8,429 in Bihar, but almost the lowest percentage (21.3) of trained teachers. The facilities for training are inadequate and those that exist do not appear to be used to the fullest extent. In Bengal a system has lately been introduced permitting the graduate teachers of secondary schools to appear in the B.T. examination as private candidates under certain conditions. It is stated that the "problem of the dearth of trained teachers in non-Government secondary schools may to some extent be solved by the adoption and steady maintenance of this system".<sup>2</sup> It is difficult, however, to believe that private preparation and examination on these lines can be an efficient substitute for a course of full-time training.

The opening of the Basic Training College at Allahabad as a result of the recommendation of the Education Re-organization Committee, United Provinces, raised the number of training colleges in the province to seven. The newly opened college is under the control of the Director of Public Instruction and trains teachers in the basic system so as to provide instructors for circle refresher courses for primary school teachers, who sit for the Licentiate of Teaching Examination. Dr. Zakir Husain, the Chairman of the Wardha Education Committee, has been appointed as one of the practical examiners in the L.T. examination. "Educationists from other provinces in India visited this school to see the working of this modified Wardha Scheme of Education. The college has felt its way carefully and has not adopted any method without careful experiment and testing. It makes no special claims but is ready to adapt and adopt any fruitful methods to brighten and improve instruction".<sup>3</sup> The starting of this institution is a very interesting development.

The only other matter to be noted about training colleges in this province is that in the college attached to the Benares Hindu University, a special course in Hindi was started, and primary and rural education, experimental education and infant education were introduced as special subjects. A special class for training adult education teachers was also conducted by the college.

As usual, a large number of candidates with good academic qualifications continued to be attracted to the Central Training College, Lahore. Out of 167 candidates admitted, 54 had the Master's degree, nine had secured Honours in the B.A. or B.Sc. examinations and eight were first class graduates. The complaint is, however, made that quite a number of students joined the Training College who had studied no school subjects except English during their college careers. As "at present many of them drift into the teaching profession not by choice but by

<sup>2</sup> Bengal, page 13.

<sup>3</sup> United Provinces, page 53.

sheer force of circumstances, efforts are made to get over this difficulty by holding an admission test in English and other school subjects. Thus the unsuitable material is eliminated at the very start and the teaching staff are able, in consequence, to devote their time to teaching educational principles and methods rather than the details of subject matter".<sup>4</sup>

Bihar with only one training college (Patna) where enrolment was only 58, including 5 students for the degree of Master of Education, also affords inadequate training facilities. Since 45.8 per cent. of the men teachers in secondary schools are untrained, the urgent need for the expansion of the existing college or the opening of more such institutions needs no emphasis.

The Spence Training College, Jubblepore, the only institution of its kind in the Central Provinces, does not meet the growing demands of the province for trained teachers; applications for admission from outside the province continue to be received. The Principal has submitted a scheme for the enlargement of the college, an important feature of which is the extension of the Model High School in order to provide the necessary minimum of practising classes.

As in the previous year, teachers and sub-inspectors in Assam were trained in the B.T. class attached to the St. Edmund's College, Shillong, which had 76 students under training. With only 36.4 per cent. trained men teachers in secondary schools, the need for more trained teachers and the provision of increased facilities for training is obvious.

In Orissa, the Training College at Cuttack was reorganised during the year so as to admit thirty students instead of twenty-five and the staff was strengthened by the addition of another lecturer. Bursaries in place of the existing stipend system were introduced as an experimental measure for a period of five years.

The North-West Frontier Province and Sind have no training colleges of their own. The need of the former is met by the college at Lahore, and of the latter by the Secondary Training College, Bombay. The former province is, however, fortunate in having 75.1 per cent. of its men teachers in secondary schools trained and therefore does not require a separate institute for training teachers so long as the Punjab is able to provide the necessary facilities. But the position in Sind is peculiar. Only 17 per cent. of the total number of 1,135 men teachers in secondary schools are trained, and only nine seats are reserved for Sindhis at the Secondary Training College, Bombay, for which the Provincial Government have to pay a contribution of Rs. 5,400 per annum. A scheme for starting a training college at Karachi for training 25 teachers each year has been approved, but unfortunately has not been put into operation through lack of funds. Meanwhile it is proposed to secure some more seats for Sindhi students in the Maharani Tarabai Teachers' College, Kolhapur, and the Training College attached to the Aligarh Muslim University. The

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<sup>4</sup> Punjab, page 58.

Director of Public Instruction is of the opinion that "it is necessary to have a college in Sind as early as possible for the following reasons :—

- (1) Bombay and the two other places are very far from Sind.
- (2) It will be very inconvenient for ladies to go to any of the places mentioned above.
- (3) It is necessary for the officers of the Department (Teachers and Inspectors) who have not received training recently to join refresher courses of a month or two to enable them to learn up-to-date methods. This arrangement is not possible in any of the three colleges mentioned above".<sup>5</sup>

The Centrally Administered Areas have no institution for the training of anglo-vernacular teachers, but their comparatively small needs are largely met by the training colleges in the neighbouring provinces. The percentage of trained men teachers in secondary schools in all the area except (Minor Ones) is satisfactory. There is also the possibility that seats might be reserved, if required, for candidates from these areas in the colleges attached to the Benares Hindu and Aligarh Muslim Universities which receive substantial grants from Central Government.

TABLE XXV.—*Training schools for men.*

Province,	1937-38.			1938-39.		
	No. of schools.	Enrolment.	Total No. of men under training.	No. of schools.	Enrolment.	Total No. of men under training.
Madras . . . . .	72	0,503	0,575	70	0,618	0,601
Bombay . . . . .	15	1,062	1,062	17	1,163	1,146
Bengal . . . . .	88	2,744	2,725	88	2,728	2,728
United Provinces . . . .	46	1,374	1,374	58	1,346	1,346
Punjab . . . . .	5	403	486	5	551	543
Bihar . . . . .	62	1,360	1,360	64	1,450	1,450
Central Provinces and Berar .	8	702	702	8	974	974
Assam . . . . .	6	341	340	6	335	331
North-West Frontier Province.	1	108	108	1	98	98
Sind . . . . .	1	126	126	1	123	123
Orissa . . . . .	17	573	572	17	531	531
Coorg . . . . .	..	..	..	..	..	..
Delhi . . . . .	1	29	29	1	30	30
Ajmer-Merwara . . . . .	4	70	70	2	44	44
Baluchistan . . . . .	..	..	..	..	..	..
Bangalore . . . . .	..	..	..	..	..	..
Minor Administrations . . .	1	102	102	1	103	103
BRITISH INDIA . . . . .	327	16,776	16,730	319	19,126	19,051

<sup>5</sup> Sind, page 100.

*Normal and Training Schools.*—During the year under review, the number of training schools decreased by 8 to 319, but the enrolment increased by 347 to 19,126 and the total number of men under training by 321 to 19,051. The decrease in the number of institutions was due to the closure of 8 schools in the United Provinces, mainly training classes which were regarded as inefficient, and 2 each in Madras and Ajmer-Merwara. The two remaining training classes in Ajmer-Merwara can train about 50 teachers in two years and this is sufficient to meet the requirements of the administration. On the other hand, two more training schools were opened in Bombay and Bihar; while in other provinces the number remained unchanged.

In Bengal, 65.5 per cent. of the men teachers in primary schools are untrained. This province is handicapped in having only 88 training schools which it is stated can hardly meet the demand. "The training of teachers is one of the most vital problems" confronting the Provincial Education Department, for "unless trained teachers are available, the (contemplated) reorganisation of primary schools will not produce effective results".<sup>6</sup> On the other hand "steps are being taken for the establishment of training centres (attached to selected high schools) for teachers of primary schools in cess-paying districts in the near future".<sup>7</sup>

Assam, Sind and Bombay are among the other provinces where the immediate establishment of more training institutions is urgently required, as these are the provinces, where the percentage of untrained teachers in primary schools is very high, being 73.8 per cent., 60.1 per cent. and 56.0 per cent. respectively.

The Bombay Government took up, during the year under review, the question of expanding the facilities for the training of primary school teachers and of increasing the output of trained teachers. The committee appointed by the Provincial Government to advise them on this question "stressed the need of training as many of the teachers, who are already in employment, as possible".<sup>7</sup> As "some of these teachers are too advanced in age to profit appreciably by a regular course of training, the committee has excluded teachers above the age of 40 from the scheme of formal training proposed by it. The committee also recommended that 1st year trained teachers in the service of local authorities between the ages of 22 and 40 should be given a further training of one year, while untrained teachers between the ages of 22 and 40 should be given a continuous training for two years. The committee has further recommended that the system of intermittent training should be discontinued and replaced by one of continuous training for two years. In addition, the committee has suggested that the third year course should be discontinued and that the accommodation thus released should be utilised for the admission of more candidates to the 1st and 2nd year classes. The committee has also expressed the opinion that about one half

<sup>6</sup> Bengal, page 10.

<sup>7</sup> Bombay, page 80.

of the teachers in service charged with the important task of imparting primary education have had inadequate education and no training at all, and that the remaining teachers, though trained, have had an unsatisfactory general education and a training of an intermittent character, a highly undesirable state of things".<sup>7</sup> The Provincial Government took the advice of the committee and decided to give further training to the qualified and the 1st year trained teachers and passed orders for the abolition of the 3rd year class in the primary training institutions for men. One of the Educational Inspectors has been appointed to work out details in connection with the expansion and reorganisation of the existing training institutions for primary teachers and the opening of additional training institutions for the training of qualified and 1st year trained primary teachers. It is hoped that the steps taken will go a long way towards achieving the desired object.

Both in the Punjab and North-West Frontier Province, the number of training institutions appears at present to be sufficient but it is stated that in the former province "expansion of training facilities may soon be necessary".<sup>8</sup>

In Orissa, the number of training institutions remained stationary at 17 (2 secondary and 15 elementary training schools) but the enrolment fell from 573 to 531. The fact that only 53.9 per cent. of the male teachers in primary schools are trained shows that either the facilities provided are inadequate or the newly trained teachers are not employed as and when posts fall vacant. It is, however, satisfactory that "the one-year course of study so long in force in the elementary training schools in North Orissa was replaced by a two years' course with effect from January 1939",<sup>9</sup> and that all these training schools have now been provided with a trained graduate headmaster.

As the percentage of untrained male teachers in primary schools in the Centrally Administered Areas is not high (Coorg 29.2 per cent., Delhi 16.3 per cent., Ajmer-Merwara 24.4 per cent., Baluchistan 5.6 per cent., Bangalore 25.3 per cent.), the existing training facilities are considered to be adequate.

"Basic" primary schools have been opened in certain provinces and steps have been taken to open classes to train primary school teachers on the lines of the Wardha Scheme. In Bombay, "short training courses for four months on the lines of the Wardha syllabus were arranged for specially selected primary teachers for each of the three linguistic divisions, viz., Gujarat, Maharashtra and the Karnatak, during the later part of the year under report".<sup>10</sup> Certain graduate trained teachers from the various

<sup>7</sup> Bombay, page 80.

<sup>8</sup> Punjab, page 61.

<sup>9</sup> Orissa, page 35.

<sup>10</sup> Bombay, page 86.



linguistic areas were deputed to Wardha and Delhi for observation and short courses of practical training. It is reported that these teachers on their return were placed in charge of the short term courses in the different areas.

In Bihar, "as a result of Government's decision to introduce in 1939 a seven years' experiment in Basic Education, Basic Training Classes were opened in the Patna Training School in September 1938, the headmasters of the primary and practising schools having been trained at Wardha for the purpose. The first course lasted from September 1938 to April 1939".<sup>11</sup>

Though the Basic Education Scheme envisages a three-year course of training, it is being covered in two years in Bihar—one year of preliminary training to qualify the teachers to take the first two grades of Basic Schools and a second year of final training for teachership in a full-fledged seven-year Basic School.

In the Central Provinces, the Wardha Normal School was converted into a Basic Training School during the year under review. Altogether 321 teachers were trained. An important aspect of training at this institution is that the "candidates selected have to take a vow that they would devote their whole life to the cause of Education in rural areas on a monthly salary of at least Rs. 15 per mensem".<sup>12</sup>

#### VII.—*The Education of Girls and Women.*

*General.*—The year under review witnessed marked progress in the field of female education. The percentage of girl pupils in all kinds of institutions to the total female population advanced from 2.42 to 2.54—the total enrolment of girls under instruction increased by over 1½ lakhs and inspite of a fall of over 1,700 institutions for girls, their enrolment rose by about 29,000 pupils. The number of girls passing the Matriculation and High School Final Examination went up by more than 1,300 to 7,290, and of those graduating by 359 to 1,024; and the total expenditure on institutions for girls rose by about Rs. 13.5 lakhs. There was also considerable progress in co-education, but it is difficult to say whether this arose from an increasing appreciation of this form of education or from the fact that funds were not available for starting separate schools for girls. In spite, however, of the progress reported the position of girls still compares very favourably with that of boys.

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<sup>11</sup> Bihar, page 52.

<sup>12</sup> Central Provinces, page 54.

TABLE XXVI.—Main statistics of the education of girls and women.

Province.	Total No. of institutions for girls.		Total No. of pupils (boys and girls) in institutions for girls.		No. of girls reading in boys' institutions.		Total No. of girl pupils in all institutions.		Total expenditure on institutions for girls (including indirect expenditure).	
	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.
									Rs.	Rs.
Madras . . . . .	4,082	4,875	423,496	433,014	560,695	670,057	936,458	932,437	1,00,06,244	99,80,486
Bombay . . . . .	1,711	1,820	214,806	225,655	110,274	108,354	347,849	380,388	63,51,387	66,99,276
Bengal . . . . .	17,102	15,008	506,006	533,017	196,687	210,526	747,465	704,373	61,36,102	65,61,574
United Provinces . . . . .	2,330	2,360	140,208	154,171	88,310	94,180	234,141	244,761	40,18,134	49,70,242
Punjab . . . . .	5,207	5,421	239,014	254,653	28,612	33,310	256,807	274,637	44,00,024	48,11,379
Bihar . . . . .	2,304	2,457	75,194	83,300	51,674	60,921	127,182	141,102	13,45,038	12,91,648
Central Provinces and Berar . . . . .	643	640	52,786	54,084	40,360	43,109	92,320	90,379	12,70,380	13,55,119
Assam . . . . .	1,036	1,129	49,610	55,420	52,217	60,571	100,154	113,066	7,11,661	6,90,607
North-West Frontier Province . . . . .	219	240	16,671	18,627	1,389	1,080	13,161	19,096	4,45,200	4,02,243
Sind / . . . . .	427	447	35,762	38,193	15,602	17,314	40,000	53,559	10,07,597	11,96,570
Orissa . . . . .	458	447	18,700	19,424	45,430	47,113	62,546	65,134	3,17,537	3,36,389
Coorg . . . . .	10	2	1,200	512	2,016	3,231	4,011	3,657	49,295	41,393
Delhi . . . . .	91	93	14,179	14,860	310	339	13,962	14,670	8,95,223	8,65,034
Almer-Merwara . . . . .	67	73	5,033	5,183	849	655	5,714	5,899	1,85,560	2,01,050
Baluchistan . . . . .	9	9	1,115	1,453	..	60	1,115	1,553	60,008	69,916
Bangalore . . . . .	41	39	7,128	6,859	859	954	7,209	7,071	4,05,532	3,78,730
Minor Administrations . . . . .	43	40	7,706	8,126	313	318	7,371	5,008	3,35,481	3,42,104
British India . . . . .	36,874	35,124	1,570,029	1,907,961	1,229,347	1,357,781	3,012,261	3,103,643	3,89,14,815	4,02,61,024

The total number of institutions for girls was 35,124 as against 36,874 the previous year. The fall was due to the reduction of 2,184 institutions in Bengal, 107 in Madras, 11 in Orissa, 8 in Coorg and 2 in Bangalore. In the main this was a further outcome of the policy of eliminating uneconomic and overlapping elementary schools and of amalgamating small schools in close proximity of each other, as well as of the encouragement given to co-education at the primary stage. In all the other provinces, the number of institutions rose: by 124 in the Punjab, by 118 in Bombay, by 93 in Assam, by 23 in the Central Provinces and by 21 in the United Provinces.

The decrease in the number of institutions for British India as a whole need not be interpreted as a sign of retrogression, since the enrolment in these institutions advanced by about 29,000 to 1,907,964, the increase being shared by all the provinces except Bengal, Coorg and Bangalore, where the falling off was about 33,000, 780 and 270 pupils. In Bengal, the drop in numbers was mainly owing to the transference of girl pupils to co-educational schools. The main increases in round figures were: Punjab 16,900, Bombay 10,800, Madras 9,500, Bihar 8,100, Assam 5,800, United Provinces 4,900 and Sind 2,400. The numbers reading in all institutions, including co-educational, went up by a little over 151,000 girl pupils to 1,357,781, the only reductions being in Coorg (387) and Bangalore (138). During the year under review the increase in the enrolment of girls was largest in Bombay (38,500+), followed in order by Madras (26,000-), Punjab (18,000-), Bengal (17,000-), Bihar (14,000+), Assam (13,500+), United Provinces (10,600+), Central Provinces (4,000+), Sind (4,000-), Orissa (2,600-), Delhi (700-), "Minor Areas" (600+), Baluchistan (400+) and Ajmer-Merwara (200-).

*Expenditure.*—The total expenditure on institutions for girls increased by Rs. 13.5 lakhs to Rs. 4,02,61,024. This approximates to 14.5 per cent. of the total expenditure on education in British India, the corresponding percentage last year being 14.0. This, however, does not take into account the money which is spent on the education of girls reading in institutions for boys (42.9 per cent. of the girls under instruction are studying in boys' schools). The share of Government in the money expended for female education was 44.7 per cent. and of local bodies 17.2 per cent., while fees contributed 17.3 per cent. and private benefactions, etc., 20.8 per cent. to the total expenditure. The corresponding percentages for the previous year were 41.3, 18.8, 17.8 and 22.1 per cent.

Provincial statistics indicates that the total expenditure was reduced only in Madras, Bihar, Assam, Coorg, Delhi and Bangalore, due mainly to a substantial decrease in expenditure on buildings and miscellaneous items. Actually the direct expenditure even in these provinces increased appreciably. All the other provinces recorded increases in total expenditure. Amongst all the

provinces, Madras spends most on female education (24·8 per cent. of the total expenditure), then Bombay (16·6 per cent.), Bengal (16·3 per cent.), United Provinces (12·3 per cent.), Punjab (11·9 per cent.), Central Provinces (3·4 per cent.) and others much less. In this connection it is worth noting that co-education in these provinces was in operation to the extent of 60·2, 43·6, 32·3, 38·5, 12·1 and 44·8 per cent. respectively.

The following table shows the extent to which Government contributes to the cost of female education.

TABLE XXVII.—*Percentage of Government expenditure spent on female education, 1938-39, to total Government expenditure on the education of boys and girls (including indirect expenditure).*

Province.	1937-38.	1938-39.
	Per cent.	Per cent.
Madras . . . . .	19·0	18·6
Bombay . . . . .	14·2	14·3
Bengal . . . . .	13·4	15·9
United Provinces . . . . .	11·2	10·9
Punjab . . . . .	13·0	14·4
Bihar . . . . .	5·0	5·0
Central Provinces and Berar . . . . .	13·0	13·8
Assam . . . . .	9·9	9·6
North-West Frontier Province . . . . .	11·1	12·1
Sind . . . . .	14·1	14·9
Orissa . . . . .	8·7	8·2
Coorg . . . . .	19·2	15·8
Delhi . . . . .	22·2	35·3
Ajmer-Merwara . . . . .	13·4	15·8
Baluchistan . . . . .	6·9	7·4
Bangalore . . . . .	40·2	46·4
Minor Administrations . . . . .	35·7	32·4
BRITISH INDIA . . . . .	13·5	14·3

The percentage of the Government expenditure on female education to the total of such expenditure on education as a whole fell from 13·8 to 13·5 during 1937-38 and rose to 14·3 during the year under report. Excluding the Centrally Administered Areas, it is only the Madras Government which devotes anything like a satisfactory proportion of its educational budget to the education of girls and this is only satisfactory in view of the large amount of co-education, otherwise the percentage (18·6) is far from encouraging. In Bihar, Orissa, and Assam, female education obtains less than a ten per cent. share of the educational budget and in the United Provinces a little over 10 per cent. The Hartog Committee commented on the very great disparity between the amounts spent on boys' and girls' education, a disparity which, they pointed out, was increasing, notwithstanding the fact that girls' education has so far tended to be more expensive than that of boys. They remarked that "it is not without significance that in the United Provinces, the Punjab, Bihar and the Central Provinces where female literacy and the percentage of girls under instruction are lowest, the percentage of the total Government expenditure allotted to girls' education are also the lowest".<sup>1</sup> Though since then, the position has improved in the Central Pro-

TABLE XXVIII.—*Main statistics of*

Province.	No. of primary schools for girls.		Total No. of pupils (boys and girls) in primary schools for girls.		Enrolment of girl		
	1937-38.	1938-39.	1937-38.	1938-39.	Class I.	Class II.	Class III.
Madras . . . . .	4,725	4,604	384,748	392,400	411,495	200,517	135,607
Bombay . . . . .	1,493	1,564	185,599	192,832	151,993	61,098	49,685
Bengal . . . . .	10,719	14,132	512,065	461,702	380,930	213,340	77,467
United Provinces . . . .	1,734	1,713	80,024	78,104	123,153	43,170	26,351
Punjab . . . . .	1,808	1,912	113,073	118,095	92,471	32,265	24,071
Bihar . . . . .	2,019	2,077	59,777	63,522	54,247	27,873	20,481
Central Provinces and Berar .	491	494	39,497	40,724	38,419	24,304	11,444
Assam . . . . .	851	808	33,480	36,320	43,050	18,205	13,868
North-West Frontier Province	125	133	8,819	9,517	10,618	2,417	1,893
Sind . . . . .	360	366	30,587	31,093	20,635	9,034	6,906
Orissa . . . . .	429	412	15,979	16,098	18,186	22,363	11,251
Coorg . . . . .	9	1	891	55	1,247	642	56
Delhi . . . . .	58	60	7,892	8,134	6,336	1,800	1,561
Ajmer-Merwara . . . . .	50	55	3,790	4,001	3,132	600	411
Baluchistan . . . . .	5	4	399	344	541	239	211
Bangalore . . . . .	26	25	3,051	3,460	2,086	1,214	1,011
Minor Administrations . . .	31	32	4,396	4,857	3,595	1,038	811
BRITISH INDIA . . . . .	30,999	23,432	1,486,466	1,462,294	1,362,114	660,339	384,111

<sup>1</sup> Hartog Committee Report, page 263.

vinces, the Punjab and the United Provinces, the tendency referred to still persists, notably in Bihar. The Punjab Government stated in their Resolution, dated the 11th April 1940, that "progress (in female education) would have been marked but for paucity of funds; there is no doubt whatever that there is an increasing demand for girls' education, and Government are determined to meet this demand to the best of their ability".<sup>2</sup> The Director of Public Instruction, North-West Frontier Province, has also noted with regret that "for want of funds, it has not been possible for the Government to do as much for the education of girls as was expected. The importance of girls' education unfortunately has not been adequately recognised and appreciated. . . . . The Government is paying all its attention to the education of boys. More than six times as much money is being spent on the education of boys than on that of girls".<sup>3</sup> These remarks apply to some extent to other provinces also. It is clearly desirable that girls' education should receive priority until the relative position of boys and girls becomes more even.

*Primary Education.*—The table below reveals the salient features of the primary education of girls.

*primary schools for girls, 1938-39.*

In classes I-V, 1938-39.		Total No. of girls in classes I-V.		Women teachers in primary schools, 1938-39.		Percentage of trained teachers.		Total expenditure on primary schools for girls.	
Class IV.	Class V.	1937-38.	1938-39.	Total No.	Trained.	1937-38.	1938-39.	1937-38.	1938-39.
95,103	57,769	878,388	900,401	10,630	14,575	87.5	87.0	Rs. 41,95,940	Rs. 43,84,485
36,231	26,207	291,940	325,249	6,070	3,172	52.5	52.2	34,48,009	36,44,000
23,046	13,668	700,568	703,461	5,130	854	14.1	10.0	16,21,565	15,56,148
15,552	10,142	211,774	218,375	2,400	466	18.0	18.7	7,21,047	6,76,639
19,308	14,450	175,984	183,409	3,690	2,259	57.8	61.0	11,43,118	12,27,000
14,389	4,932	111,543	121,929	1,808	514	29.0	28.4	4,43,365	4,42,010
8,006	2,124	80,608	84,387	1,633	940	59.0	61.7	5,71,310	5,66,324
9,964	6,996	84,531	92,189	900	133	14.0	14.6	1,41,550	1,49,904
1,539	838	15,910	17,245	321	148	47.8	49.1	1,47,424	1,60,970
5,013	2,703	41,300	44,010	979	373	30.0	38.1	6,35,066	7,19,034
9,410	1,924	58,047	60,112	220	178	74.8	78.8	1,31,105	1,32,801
463	287	8,555	3,174	14	12	96.0	85.7	17,342	10,378
1,313	1,000	11,526	12,060	243	225	91.0	92.0	1,95,587	2,15,759
310	207	4,850	4,714	160	93	59.1	92.0	70,403	83,900
149	134	1,007	1,317	12	8	53.3	96.7	15,076	16,881
742	603	5,813	5,678	176	168	80.0	89.8	69,520	67,073
640	444	5,980	6,560	184	136	72.3	73.9	82,120	97,403
238,208	144,403	2,692,389	2,789,419	40,592	24,280	58.2	59.8	1,30,56,272	1,41,00,883

<sup>2</sup> Punjab (Resolution), page 3.

<sup>3</sup> North-West Frontier Province, page 63.

There was a serious decline in the number (by about 2,500 to 28,482) and enrolment (by about 24,000 to 1,462,361) of primary schools, but the number of girls at the primary stage increased by 97,000 to 2,789,419 as 112,301 more girls were enrolled in the primary schools meant for boys. Madras, Bengal, United Provinces, Orissa, Coorg, Baluchistan and Bangalore accounted for the reduction in the number of schools, and Bengal, the United Provinces, Coorg and Bangalore for the decrease in the numbers under instruction. In the United Provinces, which recorded a big increase of 6,600 girls at the primary stage, the drop in the number of schools for girls and their enrolment was due to co-education, which it is stated "is fast becoming popular at the primary stage",<sup>4</sup> and "is a condition to be welcomed, because of a lack of proper school-houses and equipment and staff in most village girls' schools".<sup>4</sup>

During the year under report, the largest number of additional primary schools (71) was opened in Bombay. Owing to lack of funds the local authorities were unable to meet the growing demand for more schools for girls but the private enterprise helped to ease the situation. As a large number of these newly opened schools have only one teacher, their value as a factor in imparting permanent literacy and checking wastage would appear to be doubtful. The Bombay report has remarked that "it is too early to pronounce any judgment as regards the future of these institutions or the extent of literacy they could hope to attain".<sup>5</sup>

The most encouraging feature about the primary education of girls is that the period of school attendance has been gradually extended. The enrolment of class V advanced by over 17,200 girls to 144,493, of class IV by over 15,600 to 238,268, of class III by about 18,800 to 384,155, of class II by over 78,900 to 660,339, while girls in class I decreased by about 33,000 to 1,362,114. Thus the percentage distribution of girls by classes improved during the year under review from 4.7 in class V, 8.3 in class IV, 13.5 in class III, 21.6 in class II, and 51.9 in class I to 5.2, 8.5, 13.8, 23.7 and 48.8 in the corresponding classes.

Provincial statistics show that Madras and Bombay occupied the pride of the place in the enrolment of girls in classes IV and V, Bengal was a bad third in class IV and fourth in class V where the third place was taken by the Punjab. While in Bombay, United Provinces, Punjab and Assam, the enrolment in class V was in reasonable proportion to that of class IV, in Madras, Bengal, Bihar, Central Provinces, Sind and Orissa there was a sharp decline in the enrolment of class V in comparison with that of class IV. In Madras, this is undoubtedly due very largely to the prevalence of co-education, and, in the others it appears to result from an unenlightened attitude on the part of parents,

<sup>4</sup> United Provinces, page 36.

<sup>5</sup> Bombay, page 122.

which leads them to withdraw their daughters from school prematurely. An Educational Inspector quoted in the Bombay report has attributed the wastage in primary schools, "to (1) social custom which induces parents to withdraw their daughters from primary schools, when they reach a certain age, (2) to the need of more hands to work in the house and fields, and (3) to the tendency of many parents to look upon the school as a creche rather than an educational institution".<sup>a</sup> Though the figures were rather upset in Bombay owing to the large influx of girls in class I, this province continued to occupy the first position so far as percentage distribution among classes is concerned. The comparative percentage for the two years for Bombay, and for the year 1938-39 for the provinces which occupy 2nd, 3rd, 4th and 5th positions are given below; the sharp decline in numbers between classes V and IV in Bihar is bound to have a reactionary effect before long.

TABLE XXIX.

	Class I.	Class II.	Class III.	Class IV.	Class V.
1. Bombay { 1937-38 .	41.8	20.2	16.7	12.2	8.1
{ 1938-39 .	46.7	18.7	15.3	11.1	8.1
2. Bihar 1938-39 .	44.5	22.0	10.8	11.8	4.0
3. Assam " .	40.7	10.8	15.0	10.8	7.6
4. Punjab " .	50.4	17.3	13.6	10.5	7.9
5. Madras " .	45.7	22.3	15.0	10.5	6.4
6. Central Provinces 1938-39.	45.5	28.8	13.6	9.0	2.5

A noticeable improvement was made in Bengal where the percentage of girls in class I fell from 62.4 per cent. to 53.8 per cent. Among the Centrally Administered Areas, the position was fairly satisfactory, as mentioned in the last year's report, in Coorg with 39.3 per cent. in class I, and improved considerably in Bangalore from 40.5 per cent. to 36.7 per cent. during the year under report. On the other hand, the percentage distribution of girls in the primary classes is far from encouraging in Delhi and Ajmer-Merwara and is bound to promote wastage.

*Expenditure.*—The total expenditure on primary schools for girls increased by Rs. 5.1 lakhs, as compared with an increase of Rs. 3.6 lakhs during the previous year, to Rs. 1,41,66,883. This was made up of 45.5 per cent. from Government funds, 38.0 per cent. from local funds, 3.8 per cent. from fees and 12.7 per cent. from 'other sources'. There is an improvement over the last

<sup>a</sup> Bombay, page 124.



year percentages, as Government contribution rose from 40.7 per cent. to 45.5 per cent., while the contribution from fees has decreased from 4.2 per cent. to 3.8 per cent. It is however regrettable in some ways that the local bodies' share of the expenditure should have fallen from 41.2 per cent. to 38.0 per cent. The total cost per pupil in a girls' primary school is gradually rising from Rs. 9-5-8 in 1936-37 to Rs. 9-6-11 during the year 1937-38 and then to Rs. 9-11 during the year under review. On the other hand, cost per pupil in a boys' primary school is decreasing; from Rs. 7-10-8 in 1937-38 to Rs. 7-9-11 during the year 1938-39.

Expenditure was reduced in Bengal, the United Provinces, Bihar, the Central Provinces, Coorg and Bangalore, owing mainly to the closing of schools, except in Bihar and Central Provinces. The increase of expenditure in Madras of Rs. 1.9 lakhs and in Orissa of about Rs. 1,700 was gratifying in that it took place in spite of a large fall in the number of schools.

*Co-education.*—To arrive at a true estimate of the expenditure on the primary education of girls, the numbers of girls reading in boys' schools have to be taken into account. Out of 2,627,615 girls reading in all primary schools, 47.2 per cent. were enrolled in boys' primary schools. In Madras, this percentage is over 60, in Assam and United Provinces over 50, and in other provinces less than 50. On the whole, provincial reports give the impression that co-education is becoming popular. In this connection there is much to be said in favour of admitting small boys to efficient girls' schools, rather than girls to boys' schools, since for the teaching of small children, "women have been acknowledged all over the world as more suited than men".<sup>\*</sup> At present, co-education usually means that girls are admitted to boys' schools which with a very few exceptions generally have no women on the staff. More women teachers should be trained to staff both girls' schools and the lower sections of boys' primary schools. The Bengal report has stated that the decrease in the primary schools for girls was due to the encouragement of co-education in the primary stage. This province has 14,132 primary schools for girls, but there are only 5,130 women teachers employed in primary schools altogether. Such a state of affairs does not suggest that co-education is likely to prove a success. In Madras and Bombay, and to a lesser degree in United Provinces and the Punjab, co-education is on a sounder basis.

In the United Provinces, the Provincial Government have, as a first step, sanctioned and provided for 150 women teachers for boys' primary schools. In the Punjab, co-educational primary schools have been established where the wife of one of the masters' teaches the lower classes, after having had a year's training in one of the classes for masters' wives. These schools are reported to be functioning properly. "The boys and girls behave well and are polite to each other. They work together not only at

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<sup>\*</sup> United Provinces, page 36.

lessons, but also at gardening. They take special pleasure in making little model houses and furnishing them.”<sup>8</sup> Such a healthy atmosphere is unlikely to prevail unless there is a woman on the staff.

The views of the Director of Public Instruction, Sind—a predominantly Muslim province—in regard to co-education are interesting: “Co-education beyond standard III should be discouraged unless there is absence of any other facility. . . . The experiment of appointing lady teachers in boys’ schools also does not seem to be successful. The opinion of the public in the District and Local Board areas is very conservative yet, even with regard to primary schools. If there were women teachers available, many more primary schools would be opened and the girls’ education would progress rapidly.”<sup>9</sup>

*Wastage.*—The figures in the table below show the extent to which public money is wasted by the premature withdrawal of girls, or by their being allowed to remain in a class for more than one year. If the teaching is efficient, inspection vigilant, and administration and control effective, there is no reason why pupils except those of poor intelligence should not be promoted annually from one class to the next.

TABLE XXX.—*Wastage among girls in primary classes.*

Province.	NUMBER OF GIRLS IN				PROPORTION OF GIRLS IN		Wastage Percentage.	
	Class I 1935-36.	Class II 1936-37.	Class III 1937-38.	Class IV 1938-39.	Class I 1935-36.	Class IV 1938-39.	1937-38.	1938-39.
Madras . . .	451,405	171,080	124,372	95,103	100	21.1	60	78.0
Bombay (including Sind). . .	133,180	62,784	55,103	41,244	100	31.0	69	60.0
Bengal . . .	478,684	117,066	72,247	23,046	100	4.8	90	95.2
United Provinces . .	117,374	39,489	26,023	15,552	100	13.2	89	86.8
Punjab . . .	86,502	29,116	23,616	19,308	100	22.3	79	77.7
Bihar (including Orissa)	64,973	47,681	30,525	20,805	100	32.0	67	68.0
Central Provinces and Berar. . .	35,852	10,644	14,340	8,006	100	22.6	76	77.4
Assam . . .	35,201	15,052	12,922	9,064	100	28.3	72	71.7
North-West Frontier Province. . .	8,908	2,123	1,781	1,533	100	17.2	82	82.8
Coorg. . . .	1,141	709	649	463	100	40.6	58	50.4
Delhi . . .	5,577	1,665	1,525	1,313	100	23.5	77	70.5
Ajmer-Merwara . .	2,586	773	511	310	100	12.0	87	88.0
Baluchistan . . .	219	82	156	149	100	(a)	88	..
Bangalore . . .	2,348	1,118	948	742	100	25.2	68	74.8
Minor Administrations	2,020	781	733	649	100	21.0	74	78.1
BRITISH INDIA . .	1,427,470	500,793	364,450	238,268	100	16.7	84	83.3

(a) As there had been a considerable fall in the number of girls attending Class I, due to the Quetta earthquake of 1935, it is not possible to give accurate wastage percentage.

<sup>8</sup> Punjab, page 84.

<sup>9</sup> Sind, pages 77-78.

The figures in the table do not show much improvement over those for the last year. For British India as a whole only 16·7 per cent. girls, enrolled in class I in 1935-36 reached class IV in 1938-39, and may be said to have attained the literacy stage. Compared with some of the more advanced Indian States, for example Baroda, the position is depressing. In Baroda, 61·5 per cent. of the pupils enrolled in class I reached class IV after four years and in the course of five years this percentage improved from 52·5 to 61·5—a creditable record. In British India, only 31 per cent. boys and 16·7 per cent. girls complete a four years primary course in the normal period. Bombay, Bihar, Assam and to a lesser extent, Central Provinces, Punjab and Madras have relatively good records, but those of Bengal and also in a lesser degree of the United Provinces are disappointing. The position is gradually improving in the United Provinces, but the Bengal percentage gives a cause for serious concern. Among the Centrally Administered Areas, Ajmer-Merwara, and Baluchistan reveal a gloomy prospect, though in the latter case it is not possible to give accurate wastage percentage for the year 1938-39.

In Sind, a Committee of Experts was appointed to investigate the problem of wastage in primary education and their report was awaited at the end of the year under review. In the meantime the following steps were taken to minimise the wastage:—

- (i) The number of scholarships for those who desire to serve as teachers has been increased so that more girls may be tempted to finish their course.
- (ii) A literacy campaign was started during the year under report to enable half educated women to become fully literate.

In Ajmer-Merwara, where the position as regards wastage has been stated to be highly unsatisfactory, "the vexed question of grappling with stagnation in the infant and lower classes in receiving constant and vigilant attention. For this purpose charts are being maintained, which serve to show at a glance, the dates of admission, promotion or detention with reasons for the latter, which are called into question if not judged satisfactory".<sup>10</sup> It has been mentioned in the report that "this helps the village school teachers to be constantly on the alert—all the more as frequent surprise inspections are carried out".<sup>10</sup> Whether these measures will be productive of fruitful results remains to be seen.

The Women's Education Committee of the Central Advisory Board of Education, 1936, considered in detail the question of wastage in girls' primary schools. The committee recommended that "to prevent wastage admissions should not be made more than twice a year and that no child should be admitted before completing its fifth year",<sup>11</sup> and "in order to attract children to school and to ensure more regular attendance closer contact and

<sup>10</sup> Ajmer-Merwara, page 10.

<sup>11</sup> Women's Education Committee Report, page 11.

co-operation between inspecting staff, teacher and parent should be encouraged and that instruction should be given in training schools as to methods of approach to the parents".<sup>11</sup> Though the provinces concurred in these recommendations, and in many cases took steps to implement them, wastage has not yet been reduced materially. There are several factors contributory to this evil, and unless all are removed, substantial progress is not likely to be achieved.

*Compulsion.*—The position regarding compulsory primary education of girls is shown in the table below:—

TABLE XXXI.

Province.	Areas under compulsion.		
	Urban.	Rural.	No. of village in rural areas under compulsion.
Madras . . . . .	7	1	2
Bombay . . . . .	5	1	1
Bengal . . . . .	1	..	..
United Provinces . . . . .	3	2	..

No other province has yet introduced compulsion for girls. In Bengal, the Government sanctioned during the year under report a scheme for the introduction of free and compulsory primary education for girls of school-going age in the Chittagong Municipality, where primary education for boys is already free and compulsory. This has been considered one of the most important events in the field of female education in Bengal.

It is reported from the United Provinces that "the scheme for compulsory primary education has made no great headway since its inception in 1935. No new centres have been opened since then. A proposal for a new centre was made by the District Board of Partabgarh, but consideration of the scheme was postponed for lack of funds. The compulsory centres of Kakori and Itaunja in Lucknow District have buildings of their own, but for lack of a lady supervisor do not reap the benefit intended by the scheme".<sup>12</sup> The total enrolment in these areas increased by 79 to 7,488 and the expenditure by Rs. 2,602 to Rs. 1,25,494.

The suggestion made by the Women's Education Committee of the Central Advisory Board of Education may be repeated, that "when further schemes for compulsion come up for consideration, no such scheme should in future be sanctioned which

<sup>11</sup> Women's Education Committee Report, page 11.

<sup>12</sup> United Provinces, page 38.

does not include compulsion for girls and that where compulsion already exists for boys steps should be taken to make similar provision for girls''<sup>13</sup>

TABLE XXXII.—*Single-teacher schools for girls, 1938-39.*

Province.	1937-38.	1938-39.	Percentage of single-teacher schools to total primary schools.	
			1937-38.	1938-39.
Madras . . . . .	1,118	1,005	23·7	21·8
Bombay . . . . .	310	318	20·7	23·3
Bengal . . . . .	11,056	9,644	66·1	68·2
United Provinces . . . . .	292*	229*	16·8	13·4
Punjab . . . . .	897	..	48·0	..
Bihar . . . . .	1,636	1,663	81·0	80·1
Central Provinces and Berar . . . . .	51	55	10·4	11·1
Assam . . . . .	767	800	90·1	89·1
North-West Frontier Province . . . . .	21	31	16·8	23·3
Sind . . . . .	149	165	40·7	42·3
Orissa . . . . .	235	219	54·8	53·2
Coorg . . . . .	1	..	11·1	..
Delhi . . . . .	5	3	8·6	5·0
Ajmer-Merwara . . . . .	22	18	44·0	32·7
Baluchistan . . . . .	..	..	..	..
Bangalore . . . . .	..	..	..	..
Minor Administrations . . . . .	..	..	..	..
<b>TOTAL . . . . .</b>	<b>16,560</b>	<b>14,140</b>	<b>53·4</b>	<b>52·4</b>

*Single-teacher Schools.*—Single-teacher and incomplete schools are still numerous. Experience leaves no doubt that these schools unless staffed with teachers of exceptional skill are a permanent source of weakness and wastage. In this connection the position in Assam, Bihar, Bengal and Orissa and to a lesser degree in

<sup>13</sup> Women's Education Committee Report (1936), pages 11-12.

\* Single-teacher preparatory schools have been excluded.

Sind, is disturbing. Though in Ajmer-Merwara, the percentage of single-teacher schools has been reduced from 44 to 32·7, further efforts are required before the position can be regarded as satisfactory.

*Teachers.*—Single-teacher schools are further handicapped by the fact that in most cases they are in charge of ill-qualified and untrained teachers. The only remedy for this, as is explained elsewhere in this report, is the provision at an early date of facilities for training a vastly increased number of women teachers. At the same time steps must also be taken to make service in a village school much more attractive to women of the right type. The difficulties that exist at the present time in many rural areas are too well known to need enumerating here. All that may be said is that many of them are by no means insuperable.

For British India as a whole, the percentage of trained women teachers improved from 58·2 in 1937-38 to 59·8 in 1938-39. There was deterioration in Bombay from 52·5 per cent. to 52·2 per cent., in Bihar from 29·0 per cent. to 28·4 per cent., in North-West Frontier Province from 47·8 per cent. to 46·1 per cent. and in Coorg from 96·9 per cent. to 85·7 per cent. Assam, Bengal and United Provinces have less than 20 per cent. trained women teachers in primary schools, Bihar less than 30 per cent., Sind less than 40 per cent. and North-West Frontier Province less than 50 per cent. This state of affairs should speak for itself.

Facing a dearth of mistresses in the rural areas the Sind Government sanctioned 100 additional scholarships bringing the total up to 150 of the uniform value of Rs. 10 per mensem each. At least 100 of these scholarships have been reserved for candidates who will be required to serve in the rural areas after passing the Primary School Leaving Certificate Examination. These scholarships are tenable in all the primary schools (Sindhi) and the restriction previously imposed upon the girls to study in the Practising School attached to the Training College for Women, Hyderabad, from standard V up to passing of Primary School Leaving Certificate Examination has been removed. It is reported that as women teachers are still reluctant to face the difficulties and the insecurity of life in the villages, only 60 came forward to avail themselves of the offer. Several other scholarships were provided to help girls to become teachers.

The Bombay report points out that owing to the inadequate supply of trained women teachers, the standard of teaching in primary schools for girls continues to be low as compared with that in boys' schools. As a remedial measure, the Provincial Government have taken steps to train all teachers at present employed in all the primary schools under the local authorities.

In Bengal, the output of the training schools is extremely meagre compared with the need for trained teachers (only 16·6 per cent. trained women primary school teachers). After the close of the year, however, a refresher course for 25 teachers attached

to the Hindu Female Training School was started as an experimental measure. More centres will be opened if this proves successful.

In the Punjab, short courses for about ten days were held in 8 Government high schools for girls. It is reported that, "ten days is all too little; but under existing circumstances a longer period is not possible and even in ten days teachers can be encouraged and sent back with a certain number of new ideas."<sup>14</sup>

In Bihar, where only 28.4 per cent. of the women teachers in primary schools are trained, it is reported that "slowly but steadily untrained and poorly qualified teachers are being replaced by trained and better qualified ones. All school mistresses with inferior qualifications were helped and encouraged to improve them, the number of school mistresses appearing at the middle school certificate examination as private candidates is increasing rapidly every year. The number of mistresses appearing for the upper primary examination is also increasing. As a result, qualified candidates are taking admission into the training classes."<sup>15</sup>

In the Central Provinces, the percentage of trained teachers would have been high but for a large number of untrained teachers in schools other than Government and Mission schools. It is stated that the "position is difficult to change unless trained women teachers of adjoining villages are available and are assured a reasonable salary and conditions of service obtainable in Government schools."<sup>16</sup> It is well to remember in this connection that unlike other provinces, Government in the Central Provinces manage the majority of the primary schools for girls.

From Delhi, it is reported that as some of the teachers possess very low academic qualifications and all consequently unable to understand new methods and apply the new psychology of education, efforts are being made through refresher courses and the study of educational experiments to create a new vision and outlook in the training school and in the teachers under training.

Column 13 of table No. XXVIII gives the total number of women teachers in primary schools. As a certain percentage of these teachers, admittedly a very small one, is employed in boys' primary schools, the women teachers actually working in girls' primary schools are slightly less than the numbers shown in this column. Column 3 of the same table shows the number of primary schools for girls. The comparison of figures in these columns discloses the fact that even if all the primary schools for girls are assumed to be single-teacher schools, there is a serious deficiency of women teachers in Bengal, Bihar and Orissa, and to a lesser degree in Assam and United Provinces. A somewhat more satisfactory position exists in Madras, Bombay, Central Provinces,

<sup>14</sup> Punjab, page 86.

<sup>15</sup> Bihar, page 55.

<sup>16</sup> Central Provinces, page 42.

Sind, Delhi, Ajmer-Merwara, Bangalore and "Minor Areas". If parents are to be persuaded to send their daughters to school and keep them there, steps must be taken to convince them that the schools in question are places where the girls will be well looked after and well taught.

*Training Schools.*—The following table shows the facilities available for the training of women teachers and their output.

TABLE XXXIII.—*Training schools for girls.*

Province.	Total No.		Enrolment.		Total No. of girls under training in all training schools (for boys and girls).	
	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.
Madras . . . . .	67	67	3,645	3,760	3,063	3,777
Bombay . . . . .	18	17	947	904	947	1,001
Bengal . . . . .	11	12	842	874	301	374
United Provinces . . . . .	55	58	630	751	630	751
Punjab . . . . .	20	23	681	617	588	625
Bihar . . . . .	9	9	277	205	277	304
Central Provinces and Berar . . . . .	8	6	374	321	374	321
Assam . . . . .	2	2	38	40	39	50
North-West Frontier Province . . . . .	1	1	49	40	40	49
Sind . . . . .	4	4	91	154	91	154
Orissa . . . . .	3	3	59	58	60	58
Coorg . . . . .	..	..	..	..	..	..
Delhi . . . . .	1	1	53	46	53	46
Ajmer-Merwara . . . . .	1	1	11	9	11	9
Baluchistan . . . . .	..	..	..	..	..	..
Bangalore . . . . .	2	1	30	33	30	33
Minor Administrations . . . . .	2	2	101	98	101	98
BRITISH INDIA . . . . .	210	212	7,243	7,575	7,289	7,650

Though there was an increase in the number of schools by 2, in enrolment by 332 and the total number of women under training by 361, the position on the whole showed little change. The provision of facilities for training and the output in Madras far exceed those in any other province; Bengal being particularly ill-provided in this respect. The United Provinces with 58 training schools had only 751 women under training while Bombay with 17 had 1,001 women enrolled. The position in the United Provinces is not improved by the fact that only 18·7 per cent. of the women at present employed in primary schools are trained. More training institutions and an enlarged admission to those that exist are urgently required.



The Bihar report frankly admits that "the output of trained teachers (304 women under training) is quite insufficient for the requirements of the province (percentage of trained women primary school teachers being 28.4); and this is the chief cause of the inadequate staffing of girls schools".<sup>17</sup> It goes on to remark that "with the rapid advance in girls' education it is impossible to put qualified mistresses in charge of all the new schools. The problem of inadequate grant-in-aid is, of course, another potent factor in hampering efficiency".<sup>17</sup>

From Assam, where the situation rivals that in Bengal (only 14.6 per cent. of the women teachers in primary schools trained and only 50 women in all under training), it is reported that "the problem of training of women teachers remained unsolved".<sup>18</sup> The Director of Public Instruction's proposals for the establish-

TABLE XXXIV.—*Main statistics of*

Province.	No. OF SECONDARY SCHOOLS FOR GIRLS.				ENROLMENT.			
	Anglo-Vernacular.		Vernacular.		Anglo-Vernacular.		Vernacular.	
	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.
Madras . . . .	123	125	..	..	30,957	32,058	..	..
Bombay . . . .	104	112	..	..	22,486	24,096	..	..
Bengal . . . .	190	223	4	4	37,064	39,974	550	526
United Provinces .	111	114	272	292	21,319	23,092	41,987	49,839
Punjab . . . .	76	76	179	190	19,172	19,856	40,307	43,622
Bihar . . . .	41	54	10	9	8,155	10,641	1,224	1,035
Central Provinces and Berar.	51	52	41	44	3,950	4,342	5,947	6,219
Assam . . . .	44	46	26	27	3,695	9,421	2,939	3,099
North-West Frontier Province.	18	13	18	19	3,144	3,252	3,036	4,325
Sind . . . .	18	22	..	..	3,929	4,660	..	..
Orissa . . . .	4	6	10	9	1,070	1,550	1,363	1,800
Coorg . . . .	1	1	..	..	403	457	..	..
Delhi . . . .	14	15	8	9	3,439	3,704	2,092	2,213
Ajmer-Merwara . .	6	6	4	4	820	754	121	70
Baluchistan . . .	4	5	..	..	746	1,109	..	..
Bangalore . . . .	9	9	4	4	2,372	2,353	1,009	998
Minor Administrations .	13	14	..	..	2,921	3,217	..	..
BRITISH INDIA . .	827	893	576	617	170,647	184,601	101,535	110,246

<sup>17</sup> Bihar, page 56.<sup>18</sup> Assam, page 22.

The anglo-vernacular schools for girls increased by 66 (high schools by 19 and English middle schools by 47) and vernacular middle schools by 41. The enrolment in anglo-vernacular schools rose by nearly 14,000, in vernacular middle schools by about 8,700. Altogether the number of girls at the secondary stage advanced by 17,000. The expenditure also rose by about Rs. 3 lakhs. All the provinces contributed towards this all-round progress. The only decreases recorded were one vernacular middle school in Bihar and in Orissa, mainly due to the conversion of some schools of this type into English middle schools, a falling off of 66 pupils in the anglo-vernacular schools in Ajmer-Merwara and 14 in Bangalore, of 14 in vernacular middle schools in Bengal, 189 in Bihar, 63 in Orissa, 51 in Ajmer-Merwara and 71 in Bangalore. So far as expenditure was concerned the only decreases were Rs. 2.5 lakhs in Bengal, Rs. 700 in Coorg and Rs. 5,000 in Bangalore.

Madras easily leads all the provinces in the secondary education of girls with 50,000 girls at the secondary stage; Bombay comes next with 43,000 girls. Bengal with 18,000 girls, Punjab with 16,000 and United Provinces with 15,000 are far behind these two provinces in regard to female secondary education and other provinces are still worse off. Among the Centrally Administered Areas, the figures of Delhi (1,800) and Bangalore (1,200) are gratifying.

It is stated in the Bombay report "that the need for more secondary schools for girls is apparent, but for want of financial help from the public who generally consider the education of girls as of secondary importance, private enterprise in this direction is much handicapped . . . . . As an encouragement to girls' education, secondary schools for girls are treated more liberally in the matter of grant-in-aid than boys' schools".<sup>19</sup>

In Bengal, the desire for higher education for girls is said to be so keen that several high schools for boys have been forced to open sections for girls with the permission of the Calcutta University. In this connection it may be mentioned that in the Bengal report for the year 1935-36, it was remarked that "such expedients (opening of girls' sections in boys' high schools) can never be regarded as satisfactory, for so long as co-education among boys and girls in secondary schools is not an acceptable policy, boys' schools can provide neither the right atmosphere nor the proper sort of teaching for girl pupils".<sup>20</sup>

Reports from other provinces also indicate a rapidly awakening interest in the provision of higher education for girls. Progress would have been more rapid but for lack of funds.

*Co-education in Secondary Schools.*—Of the 335,756 girls at the secondary schools, 52,777 were enrolled in boys' schools, but mainly,

<sup>19</sup> Bombay, page 120.

<sup>20</sup> Bengal (1935-36), pages 21-22.

in the primary stage. Co-education beyond this stage remains unpopular. It is stated in the Bombay report that "although the policy of the Department is to discourage admission of girls into boys' schools, many girls in the mofussil towns are compelled to attend boys' schools owing to the absence of girls' schools in the localities or owing to the fact that the existing girls' schools do not maintain the higher standards".<sup>21</sup> It is satisfactory to find that in Bombay Department insists upon the provision of separate retiring and sanitary arrangements being made by the managements and also upon the appointment of one or two women teachers on the staff of the schools".<sup>21</sup>

In the Punjab, the Education Department have already removed the ban against the admission of girls to secondary schools for boys and Divisional Inspectors' reports show that parents have started sending their girls to boys' high schools in places where similar institutions for girls do not exist.

Although the Sind Government have ordered that all secondary schools having girls on the rolls should have retiring rooms with all conveniences, the Director of Public Instruction thinks that it is not desirable to encourage girls to go to the boys' schools where there are girls' high schools, and that co-education beyond standard III should be discouraged unless no other facilities are available.

*Teachers.*—The percentage of trained women teachers in Provinces, Punjab, (Uissa, Delhi and Ajmer-Merwara. For British India, this percentage decreased from 64.3 to 62.5.

In Bombay where the percentage of trained women teachers fell to the serious extent of 8 per cent. great difficulty has been experienced in finding suitable women teachers. It is reported that "in spite of the fact that many women graduates come out of the University every year, a commensurate increase in the cadre of women teachers does not appear. Schools in large educational centres such as Bombay and Poona seem to absorb all the qualified women, in some cases replacing those who have married and left the teaching profession. The mofussil schools consequently experience great difficulty in securing trained graduate teachers. While their services are at a premium in places like Poona and Bombay, where in most cases they have their homes, women will not go further afield without the attraction of a much higher salary which most girls' schools in the mofussil are unable to afford. The mofussil schools have, therefore, to remain satisfied with the untrained and Matriculated women teachers, who are encouraged to pass the S. T. C. Examination. Moreover the teaching profession has not yet been taken up seriously by women".<sup>22</sup>

Both in Bengal and Assam, the inadequacy of training facilities, which is referred to under the sub-section "Training Colleges" greatly handicaps secondary schools for girls in obtaining the services of trained mistresses. The result has been that during the year under review, the percentage of trained teachers deteriorated from 50.2 to 49.3 in Bengal and 39.1 to 38.3 in Assam.

Again in Bihar and in the Central Provinces owing to the limited accommodation available for women at the Patna Training College and the Spence Training College, Jubbulpore, the supply of trained women teachers is still quite inadequate. During the year under report, the percentage of trained women teachers in these provinces went down from 70.4 to 65.3 and from 67.3 to 62.9 respectively.

The most unsatisfactory situation of all prevails in Sind. Only 13 per cent. trained women teachers against 15.4 per cent. previous year were employed in secondary schools. This is due without any doubt to the absence of any provision for the training of women teachers for secondary schools.

On the whole, the position in the Centrally Administered Areas was slightly better, though the fall from 66.7 per cent. to 50 per cent. in Coorg and 84 per cent. to 62 per cent. in Baluchistan is disturbing.

Thus the main requirement of the secondary schools for women is more trained women teachers which in turn points to the urgent need for more training facilities including a more generous provision for the admission of women graduates to the existing institutions.

*Curriculum.*—Though the girls' high schools prepare pupils for the Matriculation or High School Final Examination and follow generally the same departmental curriculum as is prescribed for boys' secondary schools, some special subjects, which are useful for girls, i.e., Music, Needle-work, Painting, and Domestic Science are also taught. It is reported from Bombay that Music and Needle-work are taught in all girls' secondary schools, while Domestic Science is offered as an optional science subject, though few schools have made practical provision for the teaching of this subject. The subject, however, is said to be growing in popularity wherever it has been introduced.

In Bengal, the new Matriculation course of the Calcutta University will be introduced from 1940, and girls' schools will be allowed to cater for certain special subjects like Cookery, Child Psychology, Domestic Science, Music and Painting.

The Delhi report shows that the teaching of Domestic Science in some of the high schools requires improvement; the arrangements generally are poor, and the equipment inadequate. Only two high schools have adequate arrangements for teaching Fine Arts, Drawing and Dancing.

*Matriculation.*—The fact that girls now stay much longer at school is shown conclusively by the following statistics regarding the Matriculation:—

TABLE XXXV.—Girl candidates for Matriculation or School Final Examination.

Province.	No. of candidates.		No. of successful candidates.	
	1931-32.	1937-38.	1931-32.	1937-38.
Madras . . . . .	644	1,160	1,348	642
Bombay . . . . .	751†	1,879	1,678	376†
Bengal . . . . .	608	2,260	8,451	394
United Provinces . . . . .	259	907	1,080	180
Punjab . . . . .	661	1,730	1,859	630
Bihar . . . . .	39†	60	81	13†
Central Provinces and Berar . . . . .	90	849	425	49
Assam . . . . .	78	209	270	63
North-West Frontier Province . . . . .	8	62	31	6
Sind . . . . .	..	288	338	..
Orissa . . . . .	..	14	18	..
Goorg . . . . .	11	13	11	10
Delhi . . . . .	74	184	140	47
Ajmer-Merwara . . . . .	19	21	22	..
Baluchistan . . . . .	..	..	12	..
Bangalore . . . . .	11	67	44	3
Minor Administrations . . . . .	17	43	60	10
British India . . . . .	3,060	8,091	10,761	5,921
	7,186	84	22	10

\* Represents the number of those who obtained "Completed" Certificates.  
† Includes figures for Sind.

These figures are certainly impressive. Within the short space of seven years the numbers taking and passing the Matriculation examination have increased three and a half times, and even within one year the number of successful candidates has increased by over 1,200. The Bengal and the Punjab figures reflect the great advance made in these two provinces. On the other hand, the records of Bihar and Orissa and also the North-West Frontier Province are disappointing.

*University Education.*—The following table shows the number of women receiving collegiate education:—

TABLE XXXVI.—*Arts colleges for women.*

Province.	Arts colleges for women, 1938-39.		Total no. of women at the collegiate stage.	
	No.	Enrolment.	1937-38.	1938-39.
Madras . . . . .	7	725	1,129	1,340
Bombay . . . . .	..	..	1,256	1,510
Bengal . . . . .	7	1,506	1,794	2,125
United Provinces . . . . .	10	519	790	926
Punjab . . . . .	4	564	766	891
Bihar . . . . .	..	..	35	38
Central Provinces and Berar . . . . .	1	79	193	246
Assam . . . . .	2	89	203	245
North-West Frontier Province . . . . .	..	..	2	16
Sind . . . . .	..	..	225	268
Orissa . . . . .	1	7	24	24
Delhi . . . . .	1	185	157	216
Ajmer-Merwara . . . . .	..	..	7	6
Bangalore . . . . .	..	..	41	42
Minor Administrations . . . . .	..	..	..	..
BRITISH INDIA . . . . .	33	3,674	6,022	7,902

These figures again indicate a distinct advance in women's higher education. The numbers at the collegiate stage increased by about 1,300 to 7,902 during the year under review. Bengal has the largest number of women in arts and science colleges, then Bombay followed by Madras. Once more the figures were lowest in Bihar, Orissa and the North-West Frontier Province. However, the increase from 2 to 16 women in the latter province is encouraging and is due to the opening of intermediate classes in the Lady Griffiths High School, Peshawar.

In Bengal, owing to the great demand for higher education among women the Government sanctioned the scheme for the establishment of a new college, "The Lady Brabourne College, Calcutta", from July 1939, and created two State scholarships for Indian women for advanced studies in the United Kingdom.

It is reported from the Punjab "that University education continues to increase in popularity amongst female candidates . . . new careers are being thrown open to women graduates on account of the determined intention of the Government and the people to remove the existing disproportion between educational facilities for the two sexes. In response to this popular sentiment, Government raised the Stratford Intermediate College for Women, Amritsar, to the degree standard".<sup>23</sup>

With a view to encouraging higher education among women, the Orissa Government sanctioned four scholarships for girls reading in colleges. The provincial reports show that if it were possible

<sup>23</sup> Punjab, page 41.

to open separate colleges for women, their numbers at the collegiate stage would substantially increase. The Sind report is emphatic on this point. "Co-education in colleges has not proved an unqualified success. It has created an atmosphere of which the D. J. Sind College cannot be proud. It has done its work, but the parting of ways has come and all those who are concerned will be doing a real service to all the communities by starting a separate college for ladies."

In the field of female education, the Indian Women's University, which had four colleges at Poona, Bombay, Ahmedabad and Baroda, affiliated to it, continued to do useful work. The main characteristics of the University are that (1) the courses of study are designed to suit the requirements of women, (2) the mother tongue is the medium of instruction, (3) English is a compulsory subject and (4) external students are allowed to appear for the examinations conducted by the University. During the year under review, the Bombay Government recognised the degrees conferred by the University for the purpose of appointment to Government and semi-Government services, and made it a recurring grant of Rs. 5,000.

In Delhi, the Lady Irwin College for Home Science continued its valuable activities in training teachers of Domestic Science. The table below gives the number of women who appeared for the B.A. and B.Sc. examinations and of those declared successful:—

TABLE XXXVII.—*Women graduates.*

Province.	Candidates for B.A. and B.Sc. examinations (pass only).		No. of successful candidates.	
	1937-38.	1938-39.	1937-38.	1938-39.
Madras	220	253	122	120
Bombay	81	109	66	87
Bengal	216	282	107	213
United Provinces	166	198	124	152
Punjab	229	322	156	180
Bihar	1	..	1	..
Central Provinces and Berar	35	60	21	30
Assam	11	20	10	16
North-West Frontier Province	3	4	2	3
Sind	1	1	1	31
Orissa	..	..	..	..
Coorg	26	24	19	11
Delhi	5	2	5	1
Ajmer-Merwara	5	5	3	4
Bangalore	..	5	..	..
Minor Administrations	..	..	..	..
BRITISH INDIA	1,033	1,312	665	865

During the year under report, the numbers appearing for the degree examination increased by about 300 and of those obtaining degrees by nearly 200. Within the short space of seven years, the numbers for the B.A. and B.Sc. examinations have more than trebled and of those passing these examinations have almost quadrupled.

The provincial figures indicate that Bihar, Orissa, the North-West Frontier Province, Assam and Sind made a comparatively poor showing, while the Punjab, Bengal, Madras, United Provinces and Bombay in this order sent up the largest numbers of women for the degree examinations, though in respect of successful candidates the order was Bengal, Punjab, United Provinces, Madras and Bombay.

TABLE XXXVIII.—*Training colleges for women.*

Province.	Total no.		Enrolment.		Total no. of women under training in all colleges (for men and women).	
	1937-38.	1938-39.	1937-38.	1938-39.	1937-38.	1938-39.
Madras . . . . .	2	2	78	92	78	94
Bombay . . . . .	..	..	..	..	22	26
Bengal . . . . .	3	3	74	63	78	66
United Provinces . . . . .	..	..	10	9	41	75
Punjab . . . . .	2	2	117	120	117	120
Bihar . . . . .	..	..	..	..	..	6
Central Provinces and Berar . . . . .	..	..	..	..	9	13
Assam . . . . .	..	..	..	..	9	12
Orissa . . . . .	..	..	..	..	..	2
BRITISH INDIA . . . . .	7	7	279	284	354	414

*Training Colleges.*—During the year, the enrolment of women for training only increased by 5, though the total number of women in training colleges increased by 60 to 414. The necessity for more training facilities in all the provinces except the Punjab and Madras is apparent from the figures in the above table taken in conjunction with those in column 13 of table XXXIV. Bengal appears to be the best equipped of the provinces with training colleges but in fact it possesses no Government training college for the training of Indian women graduates, and the training departments attached to *Scottish Church College* and *Loreto House, Calcutta* (the third is for *Anglo-Indian and European Women*) do not adequately meet the needs of the province. In a province where so many women proceed to a degree, it is unfortunate that more effective steps are not taken to persuade a larger number to train for the teaching profession.



*Professional Education*.—The comparative figures of women enrolled in professional colleges are given below:—

TABLE XXXIX.

	1937-38.	1938-39.
Medical colleges	606	653
Law colleges	25	26
Agricultural colleges	1	2
Commercial colleges	10	12

As last year there were two separate medical colleges for women, viz., Lady Hardinge Medical College for Women, New Delhi, and the Punjab Medical College for Women, Ludhiana. The latter trains women for the Licentiate diploma and the M.B.B.S. degree. During the year under report, 68 women passed the M.B.B.S. examination, 2 M.D., 3 Bachelor of Commerce and 1 Bachelor of Agriculture.

In addition to those mentioned in table XXXIX above, 908 women were reading in medical schools, 7,884 in technical and industrial schools, 410 in commercial schools and 52 in agricultural schools. During the year under report, there was a considerable increase in the number of women receiving technical, industrial and commercial education, as about 800 more women were enrolled in technical and industrial schools and about 40 more in commercial schools.

*School Buildings*.—Expenditure on school buildings which had fallen from Rs. 20,27,989 to Rs. 18,99,386 during 1937-38, rose to Rs. 25,68,017 during the year under review. The Government grant was almost doubled (from Rs. 7,20,608 to Rs. 13,63,131) during the year.

The premises of some of the primary schools in Bombay, Punjab, Bihar, Delhi and Ajmer-Merwara are reported to be unsuitable and unsatisfactory and in some cases even unhygienic. It is, however, reported from Bombay that "in the Northern Division the Sir Purnushottandas Thakordas Cheap Building Scheme for the Surat District and the Seth Mangaldas Girdhardas and the Rao Bahadur Girdharlal Uthamram Schemes for Ahmedabad District are of immense value in relieving this deplorable condition of school buildings to some extent," as A hope has been expressed that with the establishment of building committees in each district, the question of suitable accommodation for girls' schools will be solved in course of time.

The Ajmer-Merwara report shows that suitable buildings for girls' schools in rural areas are urgently required as "very few of the buildings which house girls' schools at present are worthy to be considered as approximating to school buildings," as

It is particularly important in the case of girls' schools that they be provided with commodious and sanitary accommodation.

In almost all the provinces extra-curricular activities such as Girl-Guiding, Junior Red Cross, physical training and recreation were encouraged.

In Bombay, physical education has been made compulsory by Government in all schools; and secondary schools have begun to pay greater attention to this subject. Provision for drill in some form exists in all the secondary schools, but the difficulty of providing proper play-grounds hampered much of the progress in this direction both in secondary and primary schools. It is depressing to learn that want of enthusiasm on the part of women teachers in schools of the latter type was a further handicap.

In the United Provinces, the interest stimulated in games and out-door sports by annual district and provincial athletic meetings continued to grow. Though physical training is on the time-table of all the bigger schools of the province, the organization of teams for competitive games has not yet reached village schools. The backwardness of the village teacher, unsuitable school buildings, the limited enrolment of girls are reported to be the factors operating against the introduction of the scheme in rural areas.

In the Central Provinces also, physical education is reported to be suffering in primary schools for want of adequate play-grounds. The lack of trained Physical Instructresses was another impediment. For similar reasons, physical education does not yet receive adequate attention in Sind, but it is reported that Indian games are played by the girls in most of the primary schools which have enough space for the purpose. In most of the secondary schools drill is done with the aid of a gramophone.

In Delhi, an Inter-School Tournament was held for team games like Net-Ball, Basket Ball and Badminton. Girls from the various high and middle schools took an active part in the Olympic sports and won shields and cups.

The necessity for medical inspection of girls at school is keenly felt. Some steps have however been taken in this direction in certain provinces.

For example, in the Punjab, medical inspection and treatment of girls was carried out in nine Government high schools and four colleges. It is reported that four Municipal Committees have also established a system of medical inspection for their girls' schools. A few Municipalities give free milk to poor students. In Delhi also the work of medical inspection made steady progress in almost all the girls' schools. Both in the United Provinces and Orissa, the question of the medical inspection of girls' schools was under consideration.

On the whole, the prospects of further developments in girls' education in India are quite encouraging. Not only has there been a change of public opinion in favour of girls being educated, but, what is even more important, parents are also now prepared to

The statistics of professional and technical institutions are given in the table below. An account of the students receiving higher grade professional training in the United Kingdom is given in chapter III. The provision for the training of teachers of varying types is discussed elsewhere in this report:—

#### VIII.—*Professional and Technical Education.*

keep their daughters at school until a much later age than formerly. What is now required is enough money to provide the new girls' schools to meet the growing demand.

TABLE XI.—*Professional and Technical Institutions.*

Type of Institutions.	1937-38.		1938-39.		
	Institutions.	Students.	Institutions.	Students.	
I. Colleges:—	Law Colleges . . . . .	14	6,916	14	6,708
	Medical Colleges . . . . .	10	6,332	12	6,661
	Engineering Colleges . . . . .	7	2,332	7	2,317
	Agricultural Colleges . . . . .	6	1,107	6	1,306
	Commercial Colleges . . . . .	7	3,890	7	4,893
	Technological Colleges . . . . .	2	94	2	169
	Forest Colleges . . . . .	2	74	3	63
	Veterinary Colleges . . . . .	4	603	4	719
	Total	52	20,347	55	21,618
	II. Schools:—	Law Schools . . . . .	2	84	..
Medical Schools . . . . .		30	7,161	29	7,042
Engineering Schools . . . . .		9	1,788	10	1,862
Technical and Industrial Schools.		649	31,480	680	34,269
Commercial Schools . . . . .		354	12,761	370	14,066
Agricultural Schools . . . . .		16	699	19	684
Schools of Art . . . . .		16	2,034	17	1,982
Total		976	65,997	1,025	69,884
GRAND TOTAL		1,028	76,344	1,080	91,602

The number of colleges increased by three and the number of students under instruction, including those in university departments, rose by about 1,300. The increase in the number of institutions was due to the raising of the Rayapuram Stanley Medical School to the status of a college affiliated to Madras University, to the creation of a separate Faculty of Dentistry in the Punjab as a result of which deMontmorency College of Dentistry, Lahore, was shown as a separate Medical College, and to the opening of another Forest College in the United Provinces. The numbers enrolled declined in Law, Engineering and Forest Colleges. The increases of about 1,000 students receiving commercial education, of about 300 in agricultural education, and of over 100 in veterinary education are noteworthy.

The statistics of special schools generally show an improvement over those of the previous year, except for a slight decrease in enrolment in the schools of Art and for a reduction of one medical school, which, as already mentioned, was due to the raising of that school to college status. The largest increases were in technical and industrial schools, and in commercial schools.

Certain important features of these institutions relating to the year under report are described in the following paragraphs:—

*Law.*—In Bombay, the notable event of the year was the introduction of the new courses of study in Law. In 1935 the Chief Justice of the High Court of Bombay appointed a committee to examine the question of the qualifications required for those desirous of being admitted as Advocates and to suggest the best means of providing facilities for acquiring such qualifications. One of the recommendations of this committee was that the course of studies for the LL.B. examination should be a full-time course, i.e., facilities should be provided in the present Law colleges to impart full-time instruction in Law. Another recommendation was that the Law course should commence immediately after the Inter-Examination of Bombay University in Arts, Science or Commerce or its equivalent. A third was that there should be only one channel of admission to the profession of advocate, viz., the LL.B. degree. As the scheme formulated by the committee was approved by the Government and the other bodies concerned, the Government appointed a further committee to consider and report on questions arising in connection with the proposal to convert the Government Law College, which was a part-time institution, into a full-time college. On receipt of the committee's report, the University framed, under instructions from the Government, the necessary regulations for the new course and brought them into operation from June 1938. The First LL.B. Examination under the revised regulations was held in April 1939, and the Second will be held in April 1940.

Pending the construction of a new building for the Government Law College, temporary arrangements were made for accommodating the new classes by making additions and alterations to the Elphinstone College building. Special grants for furniture and

library were sanctioned for the college and the additional staff including a full-time Principal and one full-time Professor were appointed during the year 1938-39.

The Patna Law College is a self-supporting institution, the cost being entirely met from fees. It is reported that on the recommendation of the Retrenchment Committee, the question of reducing the pay of the part-time lecturers was under consideration. In the Central Provinces, the construction of a new building for the University College of Law (Nagpur) and the hostel for post-graduate students commenced in January 1939 and is reported to be making rapid progress. In Assam, the Barle Law College, Gauhati, though it has now completed the 25th year of its existence, is still on a temporary basis. As it appears to have justified its existence the time may be held to have arrived when it should be placed on a permanent footing.

There is nothing special to report from other provinces. The enrolment, however, fell considerably in Madras (from 509 to 375), in Bengal (from 1,987 to 1,891), in the United Provinces (from 1,702 to 1,410) and in Bihar (from 358 to 300), while it slightly increased in Bombay, Punjab, Central Provinces, Orissa, Sind, Assam and Delhi.

*Medicine.*—In Madras, as already mentioned, one medical school was raised to the status of a college. In Bombay, special classes to coach the students after the Primary R.M.C.S. Examination were held from August to December 1938, and this examination was held at Lahore in January 1939. Of the successful candidates, 4 were from this province.

In the Punjab, the whole curriculum of the King Edward Medical College (Lahore) was overhauled and brought up-to-date. The course of Pathology was extended from two to three years, and a course of Applied Therapeutics was introduced for the final year students. Other happenings of note at this college were the appointment of a Physical Training Instructor and the acquisition of a play-ground. A separate Faculty of Dentistry was created and the delimitation of the Punjab University. Improvements were made in the courses of study for the B.D.S. degree, by some readjustment in the courses for Medicine, Surgery and Pathology. It is reported that efforts are being made to get the B.D.S. degree of the Punjab University recognised by the General Medical Council. In the Medical School, Amritsar, the course of studies was extended from 4½ to 5 years and a post-graduate course in Ophthalmology extending over a period of one year was introduced during the year 1938-39. This is designed to lead to the Diploma in Ophthalmology of the Punjab State Medical Faculty.

*Engineering.*—In Bombay, there was a growing tendency on the part of students to join the Civil Engineering Branch of the College of Engineering, Poona, and to meet this 5 additional places were provided. In Bengal, the authorities of Calcutta University framed regulations for a degree course in Architecture, and the

Principal of the Bengal Engineering College, Sibpore, was requested to draw up a scheme for the teaching of this subject. A scheme for a three years' course leading to a B.Sc. degree in Metallurgy was administratively approved by the Government.

In the United Provinces, new scales of pay were introduced for all future appointments to the staff of the Thomason Civil Engineering College, Roorkee. The paid apprenticeships for overseers were suspended and the Punjab Government who used to send their Civil Engineering students to this college discontinued the arrangement and provided training at the MacLagan Engineering College, Moghalpura, instead. It is reported that at the Moghalpura College, competition for admission was very keen and the majority of the students turned out from this institution secured employment during the year.

In Bihar, the Prince of Wales Reception Fund Scholarship for foreign training was not awarded as no candidate from the Bihar College of Engineering secured a first class in the degree examination held in April 1938. The question of introducing an Electrical and Mechanical Engineering degree courses in the college and of shifting the Subordinate Engineering class from Patna to Bhagalpur was taken up and the matter was still under the consideration of the Government at the close of the year.

It is reported from Sind that the Sindhi students do not take the same advantage of the Engineering College, Karachi, as outsiders do, though their number is gradually increasing.

*Agriculture.*—The College of Agriculture, Poona, not only provides higher instruction in agriculture but also carries on research and advises Government on agricultural problems. About 60 per cent. of the total budgets of the different sections at the college is spent on research. In accordance with the decision of Government in 1937, the revenue officers' training class was held for 10 days in September 1938, and seven Assistant and Deputy Collectors attended the course. In June 1938, the Forest Rangers' course of two years was started at the college.

In the Punjab, the demand for agricultural education at the Lyallpur College remained as keen as ever and the number of students taking the various courses continued to increase. It is reported that the classes in fruit growing held at the college are increasing in popularity. Thirty-seven attended the short course in fruit preservation for inspectresses and non-official women workers of the Co-operative Society. Competition for admission to the training class at the college was also very keen. In this class, stress is laid on the practical aspect of rural science, and special facilities are provided for making simple apparatus and carrying out simple repairs.

*Commerce.*—In Bombay, the most important event of the year in the field of commercial education was the introduction of a bifurcated scheme of studies in Commerce, whereby Matriculates instead of F.A. students will be admitted to the commercial

colleges, and will have to study for four years to obtain the B.Com. degree. As a result of this scheme, the number of students receiving commercial education increased very considerably. Another innovation was the institution of a special evening class at the Sydenham College to prepare students for the Preliminary Examination of the Institute of Actuaries, London, which is to be held twice a year.

**Technology.**—There were only two colleges for Technology, during the year under review, with an enrolment of 150. In the Central Provinces, the plans for opening the "Laxminarayana Technological Institute" were ready but the construction of the buildings was not started. In Bombay, technological training and provision for research in technology were available at the Department of Chemical Technology of Bombay University. Students who have already attained a University standard in Chemistry and intend to adopt an industrial career are admitted to the course. A scheme for wool analysis was approved by the Imperial Council of Agricultural Research and formal sanction for the commencement of the work will be given as soon as funds are made available. The Fellowship of Rs. 100 per mensem endowed by Sir Ness Wadia for investigation into the properties of wetting agents in textile processing was continued for the second year. A Fellowship of Rs. 100 per mensem was endowed by Messrs. Das & Co., Bombay, for one year in the first instance, for the investigation of certain industrial problems in which they are interested. Enquiries regarding the possibility of undertaking industrial investigations were received from several other parties.

**Veterinary.**—There were four Veterinary Colleges, one each in Madras, Bengal, Punjab and Bihar, with an enrolment of 719 against one of 608 during the previous year.

**Forestry.**—There were three Forest Colleges, one in Madras and two in the United Provinces, as compared with two the previous year. The enrolment was 63 against 74 during 1937-38, due mainly to a fall in numbers (from 48 to 15) at the Forest College at Coimbatore (Madras).

The examination results of the various professional faculties are given in table VIII of \*Appendix III to this report. Out of 3,801 students who took the L.L.B. examination, 2,579 or 67.8 per cent. were declared successful. The previous year the pass percentage was 64.9. In the L.L.M. examination, only 13 students out of 53 passed. The pass percentages at the M.B.B.S., Bachelor of Engineering, Bachelor of Commerce, Bachelor of Agriculture, and Bachelor of Technology Examinations were 39.0, 75.1, 55.7, 80.5 and 91.7 respectively.

IX.—*Education of Special Classes and Communities.*

(i) *Education of Europeans and Anglo-Indians.*—The table below gives the main statistics of Anglo-Indian and European schools in British India during the year under review:—

\*Printed separately.

TABLE XLII.—Main statistics of Anglo-Indian and European schools, 1938-39.

Provinces.	EDUCATION OF BOYS.				EDUCATION OF GIRLS.				TEACHERS IN ANGLO-INDIAN AND EUROPEAN SCHOOLS (FOR BOYS AND GIRLS).				EXPENDITURE.				PRELIMINARY COST OF ANGLO-INDIAN AND EUROPEAN EDUCATION (BOYS' AND GIRLS' SCHOOLS) BORNE BY			
	No. of institutions.	Enrolment.	No. of non-Europeans on roll.	Total No. of Anglo-Indian and European boys under instruction.	No. of institutions.	Enrolment.	No. of non-Europeans on roll.	Total No. of Anglo-Indian and European girls under instruction.	Total No.	Trained.	Percentage of trained.		On boys' institutions.	On girls' institutions.	Total expenditure (direct and indirect).	Public funds.	Private funds.			
Madras.	31	5,300	900	5,308	40	0,487	1,302	5,045	810	700	86.5	0,07,002	7,00,255	20,18,780	30.2	21.1	45.7			
Bombay.	13	2,500	572	2,404	19	3,012	841	3,008	306	200	71.2	4,60,718	6,00,386	13,75,250	33.7	50.8	15.5			
Bengal.	32	0,760	1,720	6,257	35	0,036	1,397	4,860	862	635	73.2	10,50,500	0,05,101	38,10,015	25.0	44.0	29.5			
United Provinces.	10	2,052	500	3,247	754	4,111	754	2,020	607	403	80.3	8,45,141	8,04,185	20,60,311	35.8	31.4	29.8			
Punjab.	13	1,507	240	1,244	18	1,477	187	1,414	221	101	75.5	4,17,760	13,4,775	10,50,393	42.0	32.2	25.2			
Bihar.	6	380	74	686	12	0,839	160	656	162	73	71.0	55,050	1,27,797	3,27,542	27.1	47.5	25.4			
Central Provinces and Berar.	13	1,153	470	1,000	23	1,771	550	1,050	154	105	68.2	1,30,705	1,70,300	4,31,430	32.4	41.4	29.2			
Assam.	1	301	175	210	3	254	03	188	48	48	100.0	00,003	80,100	2,72,413	22.5	59.2	24.3			
North-West Frontier Province.	1	100	07	30	..	..	..	42	13	12	92.3	11,787	..	11,787	12.0	79.0	..			
Sindh.	1	281	53	319	2	902	80	807	32	10	50.0	52,220	52,107	1,25,047	31.3	52.1	13.0			
Orissa.	2	353	103	144	1	107	50	220	35	20	57.1	43,104	71,701	63,231	38.0	41.0	20.4			
Coorg.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
Delhi.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
Alwar-Merwara.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
Balekistan.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
Bangalore.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
Minor Administrations.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..			
BRITISH INDIA.	140	24,510	5,600	22,430	210	23,322	0,286	22,078	3,584	2,052	74.0	44,32,358	58,27,870	1,30,64,251	31.1	38.7	30.2			
1937-38.	145	23,044	5,300	22,130	215	27,708	5,047	22,201	3,485	2,554	73.3	41,60,028	37,20,733	1,30,60,810	31.0	38.8	29.0			



The total number of institutions for Anglo-Indian and European boys increased by 1 to 146 and their enrolment by 575 to 24,519. The non-Europeans reading in them increased by 230 to 5,690, and the expenditure by Rs. 2,73,330 to Rs. 44,32,358. An analysis of the statistics by provinces as compared with those for the previous year reveals that there was no noticeable change in the number of institutions, except that certain institutions in Madras, Bihar and Central Provinces which were classified as schools for boys were re-designated as schools for girls, in view of the larger numbers of girls enrolled, and *vice versa*. There was a fall in the number of pupils in Madras, Bengal, Punjab, Central Provinces, Sind and "Minor Areas" and a reduction in expenditure in Madras and Central Provinces.

The similar position obtained in regard to institutions intended for girls: the total rose by 1 to 216, the enrolment by 554 to 28,322, the number of non-Europeans by 339 to 6,286 and expenditure by Rs. 1,02,146 to Rs. 38,27,879.

There was not any marked growth in the number of children of these communities attending all kinds of institutions: 300 more boys and 417 more girls were under instruction during the year 1938-39. The distribution in the various stages of education discloses something in the nature of retrogression. Whereas 636 boys were reading in the university stage, 210 in professional colleges, 7,832 in secondary stage, and 576 in special schools during the year 1937-38, 490,203, 7,822 and 638 were the totals in the corresponding stages during the year under report. In the primary stage, however, there was an increase from 12,973 to 13,308 boys. The position of girls showed greater improvement. Though there was a drop of 27 at the university stage and 84 in the secondary stage there were 5 more girls in professional colleges, 446 more in primary stage and 60 more in special schools. The girls are better placed even in respect of the aggregate enrolment: 22,678 against 22,439 boys.

Another noticeable point disclosed by an analysis of the figures is the sharp decline from the position of advantage which the children of these communities used to occupy in respect of "wastage" in primary classes. Of the 5,577 boys enrolled in class I in 1935-36, 2,146 or 38.5 per cent. girls reached class IV in 1938-39 and during the same period 38.4 per cent. girls reached class IV. The corresponding percentages for the year 1937-38 were 41.5 (for boys) and 39.5 (for girls), and for the year 1935-36 they were 47 and 43. Though compared with the corresponding percentages for children of all communities, these percentages are satisfactory, yet the fact that they are going down while the percentages for all communities are going up is a matter for concern. It may be argued in this connection that a number of children return to the United Kingdom with their parents before completing the primary stage and that consequently the wastage appears greater than it really is. This, however, will not entirely explain the increasing wastage and the

matter is one to which the Inter-Provincial Board for Anglo-Indian and European Education may be advised to pay attention.

The percentage of trained teachers employed in Anglo-Indian and European schools increased from 73.3 per cent. to 74.0 per cent. This is satisfactory on the whole, but the fall from 76.7 per cent. to 72.5 per cent. in the Punjab, from 68.5 per cent. to 68.2 per cent. in the Central Provinces, from 100 per cent. to 92.3 per cent. in North-West Frontier Province, from 57.6 per cent. to 50 per cent. in Sind, from 61.3 per cent. to 57.1 per cent. in Orissa and from 68.4 per cent. to 61.5 per cent. in Ajmer-Merwara requires investigation. By contrast with Indian schools those intended for children of these communities are much better situated in this respect: the trained percentage for the former being 58 against 74 for the latter.

*Facilities for Training.*—The Chelmsford Training College for Men, Ghoragali, which is the only institution in India for training European masters, had 26 students on roll drawn from the Punjab, United Provinces, Bombay, Central Provinces, Bihar, Delhi and Bangalore. Bengal did not depute any teacher to this institution as two seats at the St. Xavier's College, Calcutta, were reserved for the training of European teachers. Orissa sent one Anglo-Indian male teacher for training at the Doveton Teachers' Training School in Madras with a Government scholarship of Rs. 20 a month. Sixteen candidates from the Ghoragali College sat for the diploma examination and all passed. It is reported that a few students who passed out in 1933, as well as a few who passed in previous years, are still without appointments. The Principal is stated to have remarked that "the European schools in India are not capable of absorbing more than about twelve students each year".<sup>1</sup>

The four training colleges for mistresses (Dow Hill Training College, Kurseong, St. Bede's College, Simla, St. Mary's Training College, Poona, and St. Margaret's Training College, Bombay) had 145 women on roll. All Saints' Diocesan College, Naini Tal, has a training class attached for the training of Anglo-Indian and European women. 13 candidates appeared from this institute for the Women's Teachers' Certificate Examination and all of them passed. In addition there were 5 training schools with 130 women under training. No institution except the Domestic Science Centre for Girls at Madras exists for training teachers in Domestic Science. As this subject is assuming increasing importance in European schools, arrangements are being made to award suitable scholarships to enable prospective teachers to take their training at the Lady Irwin College, Delhi. In Bengal, for example, this subject has been made compulsory in all European girls' schools. But the Punjab has reported that as a special fee now imposed by the Cambridge Examination Syndicate for this subject, fewer schools are offering the subject for the examination, and some teach it in the middle classes as a non-examination subject. As trained teachers in Domestic Science come out of

<sup>1</sup> Punjab, page 99.

Lady Irwin College, "there would appear to be no reason why Domestic Science should not be taught in all secondary schools for girls, though it may be as a non-examination subject."

*Expenditure.*—The total expenditure on Anglo-Indian and European Education advanced by about three lakhs to Rs. 1,39,54,251. The increase was shared by all the provinces and areas, except Madras, Delhi, Central Provinces, Assam, Orissa and Bihar which recorded falls in expenditure to the extent of Rs. 1,67,408, Rs. 40,213, Rs. 34,371, Rs. 11,222, Rs. 988 and Rs. 190 respectively. This was mainly due to restricted expenditure on buildings and miscellaneous items. The cost of European Education is high compared with education in India generally, the cost per pupil in Anglo-Indian and European Institutions being Rs. 156 against Rs. 14 only in all types of institutions from a university to a primary school. This, however, is not altogether a valid comparison and it is to be noted in this connection that 69 per cent. of this cost is met from fees and private donations; in other words public funds bear only 31 per cent. of the expenditure. For education in India generally public funds contributed 59.1 per cent., fees 26.8 per cent. and "other sources" 14.6 per cent. only during the year under review. The percentages by provinces in columns 16, 17 and 18 of table No. XII are of interest. Except in the Punjab and Baluchistan, the percentage of expenditure from public funds is less than 40; in Ajmer-Merwara it is as low as 19.6, in the North-West Frontier Province 22 per cent. and in Assam 22.5 per cent. The contribution from fees came to over 30 per cent. in all provinces except Madras (24.1), where 45.7 per cent. from private donations, the highest percentage in India, made up the deficiency. In the North-West Frontier Province, 78 per cent. of the total expenditure was met from fees, in Assam 53.2 per cent., in Bombay 50.8 per cent. and in Sind 52.1 per cent.

*Examination Results.*—Except in Madras, where the Anglo-Indian and European schools prepare candidates both for the Anglo-Indian and European High School Examination as well as for the Cambridge School Certificate Examination, all other such schools in India prepare their students for the latter examination, though some present candidates for the Matriculation Examination of Indian Universities. The European Middle School Examination being no longer compulsory for recognised secondary schools, most of the schools have begun to send pupils in for the Junior Cambridge Examination from standard VII. The results of the Cambridge School Certificate Examination are shown below:—

TABLE XLII.

Province.	No. appeared.	No. passed.	Pass per- centage.
*Madras . . . . .	187	78	41·7
Bombay . . . . .	198	137	69·2
Bengal . . . . .	251	162	64·5
United Provinces . . . . .	378	231	61·1
Punjab . . . . .	107	81	75·7
Bihar . . . . .	29	20	69·0
Central Provinces . . . . .	129	62	48·1
Assam . . . . .	20	16	80·0
North-West Frontier Province . . . . .	..	..	..
Sind . . . . .	16	13	81·2
Orissa . . . . .	11	4	36·4
Delhi . . . . .	..	..	..
Ajmer-Merwara . . . . .	15	12	80·0
Bangalore . . . . .	122	60	49·2
Minor Administrations . . . . .	25	18	72·0
BRITISH INDIA . . . . .	1,488	894	60·1

\* 256 appeared for the European High School Examination and 199 passed.

The Provincial Boards of Anglo-Indian and European Education held their meetings regularly during the year under review. These Boards working in close co-operation with Inter-Provincial Board for Anglo-Indian and European Education continued to do valuable work in the matter of co-ordinating the work in Anglo-Indian and European schools. The fifth meeting of the Inter-Provincial Board was held at Bombay in February 1939. One of the important questions discussed was whether pre-vocational courses, as alternatives to the Cambridge courses, should be instituted in European schools and whether an All-India examination in connection with these alternative courses should be organised by the Inter-Provincial Board. The Board had before them the comments of the Provincial Boards on the subject. It was resolved that Provincial Boards should be asked to make proposals for a suitable extension of the scheme for the Cambridge Junior Certificate Examination and in particular for the inclusion of a

wider range of practical subjects, so as to provide a greater variety of courses to suit the varying aptitudes of children in the European schools. The Board also considered the question of Cambridge examinations held in India in relation to Indian Universities and resolved that the Inter-University Board be asked to examine the position of the Cambridge School Certificate and Higher School Certificate examinations in relation to the conditions for admission to the Intermediate and Degree courses of Indian Universities, and that all Indian Universities should be asked to adopt a common policy in regard to these examinations.

*Education of Muslims.*—In this section, only the main features of the educational progress of Muslims are given. The position of this community in comparison with that of the other communities and its relative strength at the various stages of education were discussed at length in the report for the year 1937-38. No more need be said on this subject here since one year is too short a period in which to assess developments and fractional increases or decreases at one stage or the other afford insufficient data on which to base an estimate of progress made. The distribution of Muslim boys in the various stages of education is given provincewise in the table below:—

TABLE XLIII.—*Muslim boys receiving instruction, 1938-39.*

Province.	READING IN—						TOTAL NO. OF MUSLIM BOYS UNDER INSTRUCTION.	
	Arts Colleges or University Departments.	Professional Colleges or University Departments.	Secondary stage (Classes VI to end of high school course).	Primary stage (Classes I-V).	Special schools.	Unrecognised institutions.	1937-38.	1938-39.
Madras . . . . .	702	118	16,729	226,023	2,013	8,205	253,772	253,880
Bombay . . . . .	405	268	20,673	110,077	5,035	8,380	135,765	144,908
Bengal . . . . .	5,063	722	81,506	1,177,203	110,510	29,076	1,355,573	1,405,586
United Provinces . . . . .	3,200	725	32,455	207,022	12,110	27,115	270,578	283,302
Punjab . . . . .	4,007	807	57,202	393,327	5,706	74,045	520,595	535,384
Bihar . . . . .	581	126	10,305	100,688	4,680	11,431	130,590	136,001
Central Provinces and Berar . . . . .	208	40	4,008	34,448	290	2,004	41,575	41,007
Assam . . . . .	500	13	11,908	95,265	1,509	10,352	116,707	125,037
North-West Frontier Province . . . . .	605	..	7,829	56,814	86	3,600	64,855	60,024
Sind . . . . .	146	31	11,652	63,100	740	7,008	75,198	82,086
Orissa . . . . .	24	2	710	5,832	304	475	7,144	7,358
Coorg . . . . .	..	..	55	367	0	..	431	431
Delhi . . . . .	806	18	2,344	7,505	348	2,005	11,570	13,336
Ajmer-Merwara . . . . .	64	..	1,422	2,752	75	884	6,650	5,197
Baluchistan . . . . .	..	..	501	3,073	..	..	3,700	4,234
Bangalore . . . . .	37	..	309	1,413	41	240	2,091	2,100
Minor Administrations . . . . .	1	..	700	2,400	40	331	3,070	3,472
BRITISH INDIA . . . . .	17,028	2,870	209,704	2,488,500	143,637	105,004	3,114,481	
.. { 1938-39	15,230	2,064	257,300	2,418,371	119,015	165,091	2,997,701	
.. { 1937-38								

The total enrolment of Muslim male pupils in all kinds of institutions rose by 116,720 pupils to 3,114,481 during the year under report. All stages of education registered increases: the university stage 1,798, professional colleges 215, the secondary stage 12,314, the primary stage 70,198, special schools 24,622 and even unrecognised institutions 7,573. An increase in the aggregate enrolment occurred in all the provinces except Central Provinces and Ajmer-Merwara which recorded decreases of 478 and 462 pupils respectively. Thus judged by all-India statistics, the educational progress among Muslim boys was encouraging, and the rate of progress as compared with the previous year was more rapid at the university stage and in special schools. The increase in enrolment was, however, less in professional colleges by 66, at the secondary stage by 1,280 and at the primary stage by 27,783 pupils than that during the year 1937-38.

So far as the provincial statistics were concerned, enrolment fell in the university stage only in Sind (3),\* and Minor Areas (2); in professional colleges in Madras (8), United Provinces (46), Assam (5) and Sind (2); at the secondary stage in Central Provinces (401), Orissa (36) and Baluchistan (45); at the primary stage in Central Provinces (388), Orissa (67), Delhi (81), and Ajmer-Merwara (655). Decreases in the numbers of pupils in special schools took place in the Central Provinces, the North-West Frontier Province, Orissa, Delhi, Ajmer-Merwara and Minor Areas, and they were less than 30 pupils in each case. The enrolment in unrecognised institutions fell by 5,295 in Madras, 1,662 in Bombay, 67 in the United Provinces and 9 in Bangalore. The Bombay report has remarked in this connection that "the decrease in the number of Muslim pupils in unrecognised schools may be regarded as a pleasing feature, as it is an indication of the fact that the Muslims have begun to realize the superiority of recognised schools which are better staffed, better equipped and are subjected to regular inspection by officers of the Department".

Considerable progress was made in Mappila education in Madras during the year under review. Though the number of recognised elementary schools for Mappila boys decreased by 35 to 1,513, due to the deliberate policy of the Government to close down inefficient schools, their strength increased by 5,950 to 147,930 pupils which included 130,789 Mappila pupils against 126,314 the previous year. A pleasing feature of these schools was that out of a total of 3,286 trained teachers employed in them, 1,758 were Mappilas.

It has been represented in the Bombay report that "though the Muslims are yet far behind the Advanced Hindus, they are better off than all the sections of the Hindus put together and far ahead of the Intermediate and Backward classes. If they maintain this rate of progress, they will ere long be able to keep pace with

\* Figures within bracket represent decrease in enrolment.  
Bombay, page 138.

“others” who mainly comprise Jains, Parsis, Sikhs, etc.”<sup>4</sup> The figures further show that Muslims are going in for higher education in larger numbers year by year, being encouraged in this by the special facilities provided by Government in the form of scholarships and reservation of places. The Director of Public Instruction has however pointed out that “in spite of the existing facilities for the education of Muslim lads, the main difficulty in the spread of secondary education among pupils of the community is the inadequacy of institutions imparting instruction through the medium of Urdu. It cannot be gainsaid that there is a crying need for many more institutions teaching through the medium of Urdu”.<sup>5</sup> It has been suggested in this connection that “just as other communities have opened secondary schools, the Muslims also should try to open Anglo-Urdu secondary institutions in all important Muslim centres”.<sup>6</sup> The progress of Muslim pupils in primary schools is retarded through the necessity of learning two languages, regional and Urdu, at the initial stage of their education.

In Bengal, there were 805 madrasahs of all types attended by 89,632 pupils as compared with 764 with 80,114 pupils during the year 1937-38. Government aid to these madrasahs has given an impetus to their growth, but the feeling has gained ground that the scheme requires overhauling to suit the present requirements of the community. The number of maktabas (secularized primary schools for Muslims) fell by 5,429 to 18,959 and the pupils in them by 218,661 to 774,639. This was due to the fact that a large number of maktabas were converted into free primary schools owing to the policy of centralisation for the introduction of the Bengal Rural Primary Education Act of 1930. The distinction between primary schools and maktabas is being abolished and a revised curriculum has been framed which besides unifying several subjects of study and reducing the length of the course from 5 to 4 years also provides for religious instruction. Owing to the secularization of Quran schools and their inclusion among recognised maktabas, their number fell during the year from 143 to 70.

In the United Provinces, the number of Islamia schools decreased from 639 to 630 and Muslim pupils from 30,067 to 29,091, but the number of aided maktabas increased by 74 to 1,671 and the pupils by 3,902 to 66,854. The standard of tuition in Islamia schools is reported to be generally on a level with that in ordinary primary schools. In these schools, handwork and extra-curricular activities have been introduced and sound methods of teaching are used in many of them. Physical training receives due attention; scout troops have been formed in some selected schools and in some also religious education is imparted outside school hours. But the efficiency of maktabas has been reported to be below standard; and though religious instruction is imparted in all, physical training is generally neglected.

<sup>4</sup> Bombay, page 139.

<sup>5</sup> Bombay, page 144.



The Punjab report has remarked that the enrolment of Muslims in primary classes is satisfactorily large, but in the secondary and collegiate stages it is still not what it should be. It has been suggested that (i) the introduction of Quran reading out of school hours in all types of schools by the appointment of Mullas as teachers in backward areas, (ii) more effective application of the coercive clauses of the Compulsory Primary Education Act, and (iii) the simplification of the school syllabus with a view to bringing it in harmony with the boys' environment would do much to encourage education among the Muslims. The experiment of religious instruction which was mentioned in the last year's report as having been started in one district appears to have borne fruit inasmuch as this district alone is responsible for about two-thirds of the total increase of 1,516 to the credit of the whole division.

In Bihar, the number of recognised madrasahs rose from 37 with 3,109 pupils to 41 with 3,662 pupils but the number of elementary training schools for Muslims remained stationary at 11. It is reported that there was uniform progress in the case of Urdu reading pupils.

The Central Provinces report makes rather depressing reading in respect of Muslim education. The percentage of Muslim pupils to non-Muslim pupils went down from 10.3 to 9.8, this falling off being ascribed chiefly to adverse economic conditions prevailing in the community. The only satisfactory feature of the year was the increase in the number of scholars in arts, science and professional colleges, and in the high and normal schools. It has been suggested in the report that the Ajumans and other bodies in the field of Muslim education should offer definite help to the authorities in combating the wastage and stagnation prevalent among Muslim pupils.

The Assam report is much more encouraging. "The substantial educational progress of the Muhammadan community recorded in the last year's report was continued during the year under review. The general rate of progress is 10.0 per cent, the Muhammadan rate being 9.5 per cent. This refers to schools of all grades; but if recognised schools alone are considered, the rate of progress will be seen to be speedier, the percentage of increase being 7.6 as compared with 6.3 in the case of all pupils. In secondary schools the Muhammadan rate of progress is 6.1 against the general rate of 6.0. If madrasahs, which are secondary schools, are taken into consideration the rate will be still higher. In primary schools, the rate is as high as 8.1 per cent., the general rate being 6.0 per cent. All this goes to show that the Muhammadan community has taken advantage with alacrity of the facilities for education which Government have offered them."

The need for strengthening the special officers for Muhammadan education has however been stressed in the Assam report, for it

is stated that the two officers cannot do full justice to the inspection of 182 madrasahs scattered over the whole province, some of them in outlying places, of 900 maktabas and a number of high schools.

Both in the North-West Frontier Province and Sind, where the Muslims form 91.0 per cent. and 72.8 per cent. of the total population respectively, the education of the whole province is predominant Muslim in outlook and no separate facilities would appear to be needed for Muslims. But in Sind, it is stated, most of the Muslims remain in rural areas, they are poor agriculturists and are backward in education, and as such the education of the Muslims implies the education of the poor agriculturists living in small villages. The Government have accordingly provided many special facilities to ameliorate their condition. The position of Muslim boys in the field of education as revealed during the year under review was that they formed 11.1 per cent. of the total enrolment at the collegiate stage, 35.7 per cent. at secondary stage, 53.7 per cent. at primary stage, 10.9 per cent. in professional colleges, and 33.5 per cent. in special schools. In reading these percentages, it should be borne in mind that the Muslim male population forms 72.9 per cent. of the total male population of the province.

In Orissa, Muslim boys' contribution to the total enrolment of boys in all kinds of institutions is 2.6 per cent. and it is fairly satisfactory when it is remembered that the male Muslim population forms 1.6 per cent. of the total male population of the province. The number of recognised madrasahs remained unchanged at 6, but the enrolment fell from 315 to 300; the number of maktabas rose from 201 to 202 but the number of pupils decreased by 14 to 6,410. The number of middle schools having Urdu sections remained stationary at 16, while the number of primary schools having Urdu sections rose from 12 to 14. Also the number of primary schools conducted entirely on Urdu basis rose by 1 to 4.

There is nothing special to report from other areas.

The enrolment of Muslim girls at the various stages of education is given in the table below:—

TABLE XLIV.—*Muslim girls receiving instruction, 1938-39.*

READING IN—

Total No. of Muslim girls under instruction.

Province.	READING IN—							1937-38.	1938-39.
	Arts College or University Departments.	Professional College or University Departments.	Secondary stage (Classes VI to end of high school course).	Primary stage (Classes I-V)	Special schools.	Unrecognised institutions.			
Madræs . . . . .	34	8	1,332	100,941	255	764	107,288	100,334	
Bombay . . . . .	32	7	1,609	49,762	214	5,500	61,768	57,234	
Bengal . . . . .	79	7	1,207	403,825	5,004	13,017	422,744	424,189	
United Provinces . . . . .	120	8	1,530	38,578	407	3,116	39,760	38,708	
Punjab . . . . .	220	43	4,253	56,582	1,003	62,100	112,502	124,340	
Bihar . . . . .	5	..	200	25,207	78	2,958	25,858	26,504	
Central Provinces and Berar . . . . .	6	..	177	9,053	115	1,075	12,102	20,000	
Assam . . . . .	11	1	444	20,213	115	5,276	22,800	9,012	
North-West Frontier Province . . . . .	5	..	349	7,406	31	1,221	7,701	20,042	
Sind . . . . .	0	..	784	10,898	28	2,526	18,056	2,522	
Orissa . . . . .	..	..	7	2,308	23	94	2,520	174	
Cooch . . . . .	..	..	3	171	..	..	145	3,247	
Delhi . . . . .	24	..	371	2,888	19	136	867	739	
Ajmer-Merwara . . . . .	..	..	32	571	..	..	371	407	
Baluchistan . . . . .	..	..	35	432	..	..	912	853	
Bangalore . . . . .	1	..	39	800	2	13	628	818	
Minor Administrations . . . . .	..	..	40	724	2	62	856,907	820,450	
BRITISH INDIA . . . . .	657	74	12,547	737,458	7,444	98,847	856,907	820,450	
1937-38 . . . . .	407	61	10,858	729,108	5,871	80,055	80,055		

The figures disclose an all-round advance. The total enrolment increased by 30,457 girls; 130 at the university stage, 13 in professional colleges, 1,689 at the secondary stage, 8,260 at the primary stage, 1,573 in special schools and 18,792 in unrecognised institutions. All the provinces and areas except the Central Provinces, Ajmer-Merwara, Bangalore and Orissa shared in the increased enrolment. At the university stage there was a reduction of 2 girls only in Bangalore, at the secondary stage of 8 girls only in Orissa. At the primary stage, 8,483 fewer Muslim girls were enrolled in Bengal, 1,707 in Central Provinces, 75 in Ajmer-Merwara, 71 in Delhi, 64 in Bangalore and 40 in Orissa. Assam had a decrease of 25 girls and Delhi of 7 in special schools. The enrolment in unrecognised institutions fell only in Madras (1,890), Central Provinces (75) and Ajmer-Merwara (61).

This apparently satisfactory development of Muslim female education is somewhat discounted by the fact that whereas Muslim girls amount to 27.1 per cent. of the total number of girls undergoing instruction they contribute only 26.4 per cent. at the primary stage, 7.2 per cent. at the secondary stage, 6.8 per cent. at the university stage, 24.7 per cent. in special schools, 9.0 per cent. in professional colleges and 61.4 per cent. in unrecognised institutions.

The Bombay report has remarked that "though there is uniform increase of numbers in the different institutions over those of the last year, the position of the education of Muslim girls cannot be regarded as satisfactory. The thinly scattered Muslim population, the prevalent Purdah system, the dearth of Muslim women teachers, and the general apathy of the community towards the education of girls are some of the causes that hinder the progress of their education".<sup>7</sup> An Educational Inspector quoted in that report has rightly pointed out that "unless vigorous efforts are made to turn out a good number of girls for Primary School Leaving Certificate Examination from the rural areas, prospects of education of Muslim girls, particularly in rural areas, will remain gloomy".<sup>8</sup> In a similar strain the Bihar report writes: "The progress of education amongst Muslim girls is still very slow and unsatisfactory on account of (i) the strict observance of Purdah by the community, (ii) dearth of qualified Urdu mistresses and (iii) absence of public opinion in favour of girls' education".<sup>9</sup>

The general consensus of opinion is that the need for encouraging the education of girls amongst Muslims remains urgent. Provincial Governments have made available many special facilities to accelerate the rate of progress of Muslim education, but there are signs that these facilities are not fully utilized. Unless the leaders of the community awaken public opinion in rural areas in favour of education, there is little prospect of making up the leeway.

<sup>7</sup> Bombay, page 147.

<sup>8</sup> Bombay, pages 147-148.

<sup>9</sup> Bihar, page 57.

*Education of Depressed Classes.*—The following table shows the enrolment of depressed class pupils in all institutions by provinces:—

TABLE XLV.—Enrolment of depressed class pupils.

Province.	1937-38.	1938-39.	Increase (+) or decrease (—).
Madras . . . . .	331,372	323,614	—7,758
Bombay . . . . .	77,840	92,026	+14,186
Bengal . . . . .	442,016	472,560	+30,545
United Provinces . . . . .	166,535	182,181	+15,646
Punjab . . . . .	30,642	31,718	+1,076
Bihar . . . . .	66,607	66,903	+0,296
Central Provinces and Berar . . . . .	66,930	66,604	—326
Central Provinces and Berar . . . . .	4,633	4,705	+172
Sind . . . . .	33,649	37,325	+3,676
Orissa . . . . .	412	421	+9
Coorg . . . . .	2,072	2,523	+451
Dolbi . . . . .	2,509	2,811	+302
Ajmer-Merwara . . . . .	3,525	3,398	—127
Bangalore . . . . .	951	809	—142
Minor Administrations . . . . .			
Total . . . . .	1,208,658	1,275,598	+66,940

The number of these pupils under instruction advanced by 66,940 to 1,275,598. The rate of progress is more than double that of the previous year when the increase was of 30,453 pupils only. There was, however, a reduction in enrolment in Madras to the extent of 7,758 pupils, in the Central Provinces 326, Bangalore 127 and "Minor Areas" 142. The fall in the numbers of Madras was entirely confined to the first standard of elementary schools, there being an increase at all other stages of education, including an increase of nearly 6,000 in standard V; the drop in the Central Provinces was due to the decrease of 1,755 pupils in unrecognized institutions. In this province, male pupils went up by 2,902 while the number of girls came down by 1,443. These figures bear testimony to the fact that the education of depressed classes is on the up grade, though they are still extremely backward. In order to ameliorate the condition of these classes the

provinces have given several concessions in the form of exemption of fees, free distribution of books, and award of stipends, but the evidence available suggests that these fall far short of requirements.

Certain main features of the progress made by these classes and steps taken by the various provinces in the interest of the education of these classes are recorded below.

In Madras 847 teachers belonging to the scheduled classes were employed, as against 695 in the previous year, in the elementary schools under public management not specially intended for scheduled classes but into which these pupils were freely admitted. The number of the above mentioned elementary schools which were held in inaccessible places or places nominally accessible decreased from 247 to 132 during the year under review. 70 residential scholarships (Rs. 8,828)\* for ordinary education, 3,371 non-residential scholarships (Rs. 64,962) for pupils in secondary and elementary schools, 19 non-residential for arts colleges, 6 for professional courses and 130 industrial scholarships (Rs. 5,670) were sanctioned during the year under report, in addition to several other scholarships for special objects.

In Bombay, the necessity of maintaining separate schools for these classes is gradually disappearing. The policy of the Government is that "children of these classes should not be segregated but should receive instruction along with children of other communities. Local Authorities have been advised from time to time that separate schools for the scheduled classes should not be opened or recognised, unless the existence of a separate school for these classes is justified under exceptional circumstances".<sup>10</sup>

In Bengal, the Government appointed a special officer to look after the education of the scheduled castes. A non-recurring grant of Rs. 5 lakhs was sanctioned during the year for the spread of education among the backward classes and a committee was appointed to investigate this problem. One State scholarship for study abroad for the benefit of the scholars belonging to these classes was created. Apart from the recurring provision of Rs. 29,160 sanctioned for scholarships and stipends, a lump provision of Rs. 19,200 was made for affording them further facilities for education. As an outcome of all these measures, the numbers of children of these classes undergoing instruction increased by over 30,000, which is more than the total increase recorded last year for the whole of British India.

In September 1938, the United Provinces Legislative Assembly passed a resolution that depressed class pupils of all classes, except those who could afford to pay, should be exempt from payment of

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\* Figures within brackets give the total value of scholarships.

<sup>10</sup> Bombay, pages 155-156.

In Bihar, the advent of the Congress Government gave a fresh impetus to the education of these classes. A number of special scholarships were granted; the rule for the grant of free-ship in schools and colleges was rigidly enforced, and exemption from the payment of admission fees was sanctioned. It is reported that the liberal policy of Government has brought about a healthy change in the attitude of the public towards them, with the result that they are now freely admitted to ordinary educational institutions. The Government have further declared their intention to secure the representation of these classes in the various educational services according to their population.

The District Depressed Class Education Committees carried on propaganda among the depressed classes with fair success. In the Punjab, public opinion has now been educated in favour of the depressed classes to such an extent that it is no longer necessary to arrange for the segregation of the children of these classes. Consequently there are no separate schools for them, except one in a backward district. It is reported that "Government as well as local bodies, as also private individuals and societies, continue to take an unflagging interest in the education of the depressed classes. Besides the common feature of fee concession and stipends, at some places their children receive all reading and writing materials and sometimes clothes too. Their claims to admission to normal schools receive no less special consideration".

This was implemented in Government institutions, and non-Government institutions, including universities, were strongly urged to follow suit. Government further directed that District Boards, which so desired, could exempt depressed class boys from the payment of fees prescribed for teaching English in vernacular middle schools. An additional recurring grant of Rs. 65,000 was sanctioned for depressed class education, out of which Rs. 52,428 were spent on stipends and scholarships and Rs. 1,225 on the supply of free text-books, etc. A non-recurring grant of Rs. 5,000 was also given to the Harijan Ashram, Allahabad, for building workshops and godowns as a part of their industrial school. The scheme for the free supply of text-books and writing materials to poor and deserving depressed class students was extended to the 40 Municipal Boards which had not introduced compulsory primary education for boys and Rs. 1,225 were sanctioned for the purpose during the year. Another innovation was the revision of the number and value. A provision of Rs. 5,200 was made for the award of stipends to depressed class students undergoing training in industrial and technical schools who for want of such assistance were not in a position to take advantage of the training offered.

The Central Provinces Government sanctioned a sum of Rs. 5,700 for the education of Harijan pupils and an equal sum for the supply of books and school material to Harijan pupils studying in recognised primary schools. The report, however, gives the impression that these classes are not yet fully alive to the importance of sending their children to schools.

It is reported from Sind that though the orthodox element is not so pronounced as in other provinces, in some districts the advanced Hindus still regard these classes with disfavour. Government have ordered that boys and girls from these classes shall be freely admitted to educational institutions.

The Government of Orissa sanctioned a grant of Rs. 9,000 against Rs. 5,000 the previous year for the encouragement of education of children belonging to scheduled castes. A senior college scholarship of the value of Rs. 15 a month for the benefit of students from these castes was also sanctioned. During the year under review 136 pupils enjoyed scholarships as compared with only 55 in 1937-38.

In Delhi, though the depressed class pupils increased by 335 during 1938-39, the tendency to break off after the primary school stage was found to be marked. Increase in enrolment was also registered in Ajmer-Merwara where it is reported that social prejudices against depressed classes are rapidly disappearing.

#### X.—*Miscellaneous.*

*Education of Defectives.*—There are only two institutions in India, both in Bengal, for the training of mentally defective children. The enrolment in these institutions during the year under review was 44. In the last year's report it was stated that the Bombay Government had under consideration a scheme for the establishment of a school for mentally deficient but educable children. Since, however, a private registered body in that province, called the Children's Aid Society, has been considering the question of starting a home at Chembur near Bombay for both educable and uneducable mentally retarded children, Government have deferred their scheme pending a final decision by the society.

As in the previous year three schools, two in Madras and one in Bihar, continued to provide facilities for the education of leper children. Their strength was 364 against 360 in 1937-38.

During the year under review, there were 17 institutions for the blind and 27 for the deaf-mute. The enrolment in them was 722 and 1,178 respectively. The statistics by provinces are given in the following table:—



TABLE XLVI.—Schools for the blind and the deaf-mute, 1938-39.

Province.	No. of Schools for the		Blind.	Deaf-mute.	Blind.	Deaf-mute.	EXHIBIT.	
Madras	4	4	4	164	420	243	864	
Bombay	2	7	8	87	97	83	24	
Bengal	1	8	2	95	32	..	23	
United Provinces	3	2	..	41	..	..	87	
Punjab	2	2	1	..	..	..	..	
Bihar	2	2	..	..	..	..	..	
Central Provinces and Berar	1	1	..	..	..	..	..	
Assam	..	..	..	..	..	..	..	
North-West Frontier Province	..	1*	..	..	..	..	..	
Sind	1	..	..	48	..	7	..	
Orissa	..	1	..	..	..	..	..	
Delhi	..	1	..	..	..	..	..	
Ajmer-Merwara	1	..	..	16	..	..	..	
Total	17	27	27	722	1,178	1,178	1,178	

It is reported from Bombay that "the existing provision of 9 schools for the blind and deaf-mute children is by no means adequate, but full advantage of the facilities already provided for deaf-mute person earns more by mendicancy than by actual labour and this factor is mainly responsible for his state of things". These remarks apply outside Bombay also. Organised efforts are required to impress upon the parents of defective children that if their children are given the right kind of training the chances are that they will ultimately be able to earn their own living. More facilities are also required for the education of the unfortunate children.

Orissa, which last year had no provision for the education of defectives started a deaf and dumb school at Cuttack with seven pupils. It is reported that the Hon'ble the Chief Minister sanctioned Rs. 250 from his discretionary grant and that the school is housed in a well-lighted and ventilated building. The question "This is not a separate institution, but is a class attached to a High School at Dera Ismail Khan."

of its recognition and the sanction of a grant is under consideration. As stated in the last year's report a scheme for starting a school for the deaf-mutes in Sind is still under the consideration of the Provincial Government.

In Assam, provision was made as usual for the education of defectives by means of scholarships tenable at the Deaf and Dumb School and the Blind School in Calcutta. 18 deaf and dumb children and 6 blind children held scholarships. The North-West Frontier Province also has no special arrangements for the education of defectives, but a "deaf and dumb" class is attached to the Government High School, Dera Ismail Khan. It had 8 boys on roll at the close of the year. It is, however, reported that "the progress of the class was rather slow".<sup>2</sup>

The only institution of importance for the education of defective children in the Centrally Administered Areas is the Lady Noyce School for the Deaf and Dumb, New Delhi.

On the 31st March 1929, 41 boys and 16 girls were on roll, of whom 30 were Boarders. These pupils belonged to the Punjab, North-West Frontier Province, United Provinces, Rajputana and Ajmer. During the year under review two teachers with high academic qualifications—one M.A. and the other M.Sc.—were deputed by H. E. II. the Nizam's Government to receive training at the school with a view to be able to start a school in the State.

There is a small school for the blind in Ajmer. It had 10 blind boys on roll who received education in Hindi and Arithmetic with vocational training in cane-work and music. All these boys are fed and clothed by the school management and no charges of any kind are levied. The expenses of the school are about Rs. 1,500 per annum, which are met out of the annual grant of Rs. 70 from Ajmer Municipality, about Rs. 150 from profits on work done by boys, Rs. 750 from regular monthly subscribers and the rest by casual donations. The school is housed in a small rented building.

So far no agreement has been reached regarding the adoption of a uniform Braille Code in the schools for the blind in India. Initiative in this direction can be taken only by a central organisation like the Central Advisory Board of Education.

*Adult Education.*—The interest evinced last year in the adult education movement, one of the most significant phases of educational progress in India to-day, continued to grow during the year under review. Efforts to remove adult illiteracy have been started in a spirit of social service. The account given in the succeeding paragraphs would appear to justify the belief that the movement is establishing itself firmly in the provinces. In some districts, the growth of adult schools has been remarkable. The movement has served not only to reduce illiteracy among adults but also to maintain literacy among those who have previously attended school. The Central Advisory Board of Education also gave an

<sup>2</sup> North-West Frontier Province, page 42.

indication of their interest in this problem. At their fourth meeting held in December 1938, they discussed the subject in all its aspects and felt that it should be examined on an all-India basis. A Committee with Dr. Syed Mahmud, Education Minister, Government of Bihar, as Chairman, was accordingly appointed to examine this problem and report to the Board. The committee met after the close of the year 1938-39 and its report will be reviewed in next year's report.

The number of schools for adults and their enrolment is shown in the following table:—

TABLE XLVII.—Schools for adults, 1938-39.

Province.	No. of schools.	Enrolment.	Total	
			4,733	144,083
Madras	12	771		
Bombay	673	22,005		
Bengal	967	28,152		
United Provinces	2,689	82,500		
Punjab	146	5,501		
Bihar	130	2,772		
Central Provinces and Berar	43	1,714		
Assam	12	505		
North-West Frontier Province	..	..		
Sind	28	659		
Orissa	1	26		
Coorg	..	..		
Delhi	18	230		
Ajmer-Merwara	13	268		
			4,733	144,083

N.B.—The figures in this table refer to regular schools for adults, and does not include "classes" started for adults at various centres.

The number of schools rose by 3,186 to 4,733 and the number of adults under instruction by 99,272 to 144,983. In addition to the schools for adults only there were about 4,000 night schools, mostly attended by adults. If this rate of progress continues and the present enthusiasm is maintained, the prospects of mass illiteracy being substantially reduced within a reasonable period will be bright. Efforts, however, to be successful must be co-ordinated and sustained, and Governments will be well-advised to enlist the

co-operation of all voluntary agencies and individuals able and willing to render service in this great cause. The efforts made by the provinces during the year under report are narrated below:—

In Madras, adult education classes attached to six Government institutions continued to work. With the exception of one institution where the work was limited to delivering lectures, regular adult education classes were held. Lectures on various topics of interest, illustrated by lantern-slides in most cases, were delivered. The members of the staff of the institutions concerned carried on the work on an honorary basis. Some municipalities also started adult education centres for urban workers.

In 1938, the Bombay Government appointed a special committee to advise them on the question of adult education, which stated that the first step in a programme of adult education, as it affected the rural areas, was to endeavour "to help the villager to overcome his dejection and apathy and to find an interest in life" and the second stage was to lead him actually to investigate the resources available in his natural environment so that he might provide himself with more of the amenities of life. On the recommendation of this committee a Provincial Board for Adult Education was appointed with the following functions:—

- (1) To submit for the approval of Government a three-year programme for the spread of adult education in the province with estimates of expenditure both recurring and non-recurring—that will have to be incurred for implementing each item of the programme.
- (2) To conduct propaganda for the removal of illiteracy and other forms of ignorance among adults of both sexes in rural as well as in urban areas.
- (3) To encourage and supervise the publication of suitable literature for adult education.
- (4) To consider schemes referred to it by Government or submitted by private bodies for the spread of adult education.
- (5) To advise Government as to the best manner of aiding the existing adult education classes and of organising and extending the work of such classes on a voluntary basis.
- (6) To advise Government as to the best methods of harnessing the enthusiasm and spirit for national service among the educated youths of the province for the drive against mass illiteracy.
- (7) To suggest means for co-ordinating adult education among villagers with other forms of rural reconstruction.
- (8) To advise Government on the question of implementing the various recommendations made by the Adult Education Committee.
- (9) To collect funds.

This Board began its work on 1st October 1938, and met seven times during the year ending 31st March 1939.

A scheme for registering adult education workers and for providing grants-in-aid to adult education classes was put into operation from 1st January 1939 and a sum of Rs. 40,000 was placed at the disposal of the Divisional Inspectors for this purpose at the rate of Rs. 2,000 per district. As a result, 460 adult education classes attended by 13,766 adults were in existence by the end of March 1939.

On the recommendation of the Adult Education Committee, the Provincial Government also took steps for eradicating illiteracy among the inferior staff employed in Government offices, and the hope has been expressed that in the near future all inferior servants in Government offices will become literate.

The Poona Central Co-operative Bank introduced a scheme of adult education under which classes for adults were conducted in some 25 villages having co-operative credit societies.

Pupil teachers' home classes for illiterates were introduced as an experiment in one of the villages. The Provincial Board proposed to organise about 3,000 to 4,000 pupils belonging to secondary schools in Poona City as helpers in the intensive drive against illiteracy and hoped thereby to make some 6,000 adults literate. The Social Service League decided to arrange a "Literacy Campaign" in the city of Bombay and its suburbs in May 1940, the objects of this drive being to rouse the public conscience as to the need of education among the adult members of the community.

The Government of Bengal appointed a Committee on Primary and Adult Education with the Director of Public Instruction as its Chairman and the Director of Rural Reconstruction as one of its Joint Secretaries. A questionnaire on adult education covering aims and methods, minimum educational requirements, syllabuses for adults, teachers for adult schools, the supply of suitable primers, the recruitment of honorary workers, the running of night schools in Musabihikaba, the location of night schools, arrangements for inspection and supervision, grants-in-aid, adult education for women, the period required for producing literacy and other matters was issued to 1,000 officials and non-officials. The committee considered these replies at its meeting held after the close of the year 1938-39 (in December 1939).

The Bengal Adult Education Association published a primer called "Parar Bai" following the Lanchester method; 5,000 copies of this were purchased by Government and distributed free to village associations.

In the United Provinces, the number of adult night schools rose from 391 to 2,834 and the enrolment from 10,594 to 88,552. In addition, the Rural Development Department was also responsible for some adult schools. This progress was the result of the

scheme launched by the Government to liquidate illiteracy. It is stated that though "the beginning has been distinctly promising, the test will be the success of the follow-up organisation".<sup>3</sup>

In the Punjab, the movement against adult illiteracy received a great impetus in response to the appeal issued by the Minister of Education in the summer of 1938. Though the regular adult institutions decreased during the year by 8, the enrolment in them increased by 1,275 to 5,171. With the addition of the literacy work undertaken by voluntary workers and institutions, the total number of adults receiving education was about 9,800. It has been reported that "each division has a network of anti-illiteracy leagues with the Divisional Headquarters as their nucleus. Efforts have been made to secure the co-operation of official and non-official agencies, of local bodies, beneficent departments, religious organisation, the student community and the teaching staff of schools . . . . . 36,000 copies of adult primers and 40,000 copies of continuation literature leaflets were made available for free distribution among persons and associations offering co-operation in the adult literacy campaign. It has been arranged to embark upon a five-year programme for the liquidation of illiteracy in the province, commencing from 1939-40 at the annual cost of Rs. 22,800".<sup>4</sup>

In Bihar, the Minister for Education inaugurated the Mass Literacy Movement in March 1938 and made an appeal to teachers and students in the province to devote their summer vacation that year to the liquidation of illiteracy amongst the masses in the province. The first or voluntary phase of the campaign beginning with the actual working of literacy centres lasted from May to October 1938. The progress made during this phase is indicated by the figures<sup>5</sup> below:—

Month	No. of centres.	No. under instruction.
May 1938 . . . . .	6,477	100,323
June 1938 . . . . .	10,216	157,296
July 1938 . . . . .	7,037	111,741
August 1938 . . . . .	5,990	98,036
September 1938 . . . . .	6,821	121,695

During this phase, the literacy work at each centre was conducted in accordance with a scheme which provided four types of centres opened (1) in lower primary, upper primary and middle schools, (2) by private associations which required financial aid to meet expenditure, (3) by colleges and high schools taking up the work as part of their extra-curricular activities, and (4) by mills, factories, zamindars, jails, public associations, etc. The first type

<sup>3</sup> United Provinces, page 30.

<sup>4</sup> Punjab, pages 19-20.

<sup>5</sup> Bihar Report, page 44.

was paid a capitation allowance of five annas per literate and the second type a grant-in-aid at the rate of Rs. 15 per annum. No payments were made in the other two cases. Voluntary workers, primary school teachers, school boys, college students and literate young men in the villages were all mobilized for the campaign and worked with great enthusiasm. Government sanctioned a sum of Rs. 80,000 for mass literacy work for six months from the last September 1938. In the first phase, when no financial aid was received from Government, a sum of Rs. 10,910 was obtained as contributions from local bodies and private individuals.

In November 1938, the campaign entered in its second phase. Up to the quarter ending 31st December 1938, there were 9,538 centres and 208,922 adults under instruction and in the quarter ending 31st March 1939, 14,259 centres with 318,737 students.

In December, 1938, the Government appointed a Provincial Mass Literacy Committee of 22 members with the Minister for Education as Chairman. In addition to this committee, district, sub-divisional thana and village centre committees were working. The district committees were given discretion to distribute the amounts placed at their disposal in any manner they considered necessary. For the intensive areas, the committee aimed at making literate within six months all educable illiterate male adults between the ages of 15 to 40. Wherever possible, the Education Department placed one sub-inspector of schools in charge of the thana selected for intensive work. At the end of three months, an examination in reading, writing and arithmetic was held at the centres, and in some cases honaria were paid to teachers on the basis of the results.

In the Central Provinces, the Government made a provision of Rs. 2,000 per annum for the establishment of 50 adult schools. During the year under review 35 schools with 752 adults on the roll were in existence. 44 village libraries were also opened for circulating books in the rural areas adjoining the main centres.

In Assam, the total number of night schools rose from 132 to 178 and it is reported that the demand for more schools is growing.

In the North-West Frontier Province, there were 39 night schools. In two districts several classes for adults were started, but much progress could not be made owing to disturbed conditions. The District Board teachers and the pupil teachers in the Government Training School for Men, Peshawar, worked as honorary teachers and did useful work.

In Sind, the number of schools for adults rose by 4 to 28 but the number of pupils fell from 695 to 659.

- In Orissa, there was only one adult school with 26 pupils. But towards the close of 1938-39, Government decided to launch a campaign against illiteracy in the province. An account of this will be given in the next year's report.

There was not much progress with this movement in the Centrally Administered Areas. The Ajmer-Merwara Report gives the impression that adult education in the province is only in an embryonic state and needs more liberal assistance from Government before development can take place. Steps will have to be taken at an early date to deal comprehensively with this problem in the Centrally Administered Areas generally.

*Physical Training.*—Growing enthusiasm for physical education was noticeable in almost all the provinces though there is still much scope for improvement in the arrangements so far made. In certain provinces, notably United Provinces, Central Provinces and North-West Frontier Province, a dearth of suitable playgrounds hampered seriously the effective carrying out of physical activities.

It is reported from Madras that two refresher classes, one for the physical training instructors of the South Kanara district and the other for the Playground Instructors of the Madras Corporation, and another special class for the elementary school teachers of a municipality were conducted during the year under review. Graduate Physical Directors worked out satisfactory programmes for the introduction and improvement of physical education in the secondary schools where they were employed. Progress was also made in the arrangement of organised games and athletic meetings during the year.

In Government institutions for girls the number of trained physical training instructresses increased from 27 to 31 and in other institutions from 4 to 11.

In Bombay, the most important event in this sphere was the establishment of a Government Training Institute for Physical Education at Kandivli in November 1938. A Board of Physical Education was also set up by Government to advise them on all matters concerning physical education. It is satisfactory to learn that physical training has now been made compulsory in all secondary schools and intermediate classes and that special grants for the acquisition of sites for playgrounds have been made available.

In Bengal, the Physical Training College which had been running on a temporary basis since 1932 was placed on a permanent footing as the Bengal College of Physical Education. A refresher course for about a month was held for the benefit of Physical Instructors and a grant amounting to Rs. 92,300 was sanctioned for the improvement of physical education. Furthermore it was made possible for each district to have a Youth Welfare Council and a trained officer in the form of a District Organiser of Physical Education. The main objects of the Council are:—

- (a) to provide opportunities for healthy living to the adults, youths and children of the district,
- (b) to inspire them with the spirit of social service, and
- (c) to co-ordinate the work of all the agencies working towards these ends.



In the United Provinces, the introduction of the new Physical Training Syllabus in Urdu and Hindi has proved useful. In girls' schools though the interest stimulated in games and out-door sport increased, it was limited almost exclusively to the larger towns.

In the Punjab, a short refresher course was held at Kot Lakhpat in January 1939 for the benefit of physical instructors in colleges and assistant district inspectors of schools for physical training. A new class was also organised at the same place to train physical instructors for district schools and colleges. It is pleasing to note that games were made compulsory in practically all the schools and mechanical physical drill of the old type was replaced by more modern methods.

In Bihar, drill and physical exercises were compulsory in most colleges. Schools and colleges under Government management and some of the aided institutions had gymnasias or drill sheds. Popular Indian games were organised progressively in some schools. One of the municipalities appointed a physical instructor to organise and supervise games in the schools within its jurisdiction.

In the Central Provinces, a Central Board of Physical Welfare was constituted and a Chief Officer of Physical Welfare appointed. Four of the District Councils took an active part in organising physical training activities. In the intermediate classes physical education was compulsory.

In Assam, though physical training was welcomed with enthusiasm both by teachers and taught and though increased attention to this side of education produced a distinct improvement in the discipline, smartness, health and habits of the pupils, the lack of an adequate number of physical instructors retarded progress.

In the North-West Frontier Province, all anglo-vernacular secondary schools had whole-time physical instructors who also supervised and organised games out of school hours. Physical instruction in vernacular secondary schools received greater attention than before. The senior teachers, who had undergone refresher courses held under the supervision of Physical Supervisor, acted as physical instructors in these schools.

In Sind, physical training was compulsory in the first two years of arts and science colleges, but not in secondary schools. In primary schools the position was unsatisfactory. The state of affairs in this province may be summed up in the following words: "There is no well defined programme of physical education graded according to the various stages of the child's physical and physical growth." Fortunately, however, the Provincial Government became alive to its responsibility in the matter and appointed a committee of experts to investigate the problem thoroughly. In the meantime the post of Physical Director has been created at the Training College for Men, Hyderabad, and "Physical Culture" was made a compulsory subject of study in the college.

It is reported from Delhi that physical education has been emphasised and in almost every school of the province its importance is realised. Unfortunately, at the present time the schools in Delhi city have no playgrounds of their own.

In spite of the progress recorded, there can be no doubt that the importance of the physical side of education has not yet been fully appreciated by those responsible for education in India. It is to be hoped that this question will receive early attention from the Central Advisory Board of Education.

*Junior Red Cross and St. John's Ambulance Societies.*—In the United Provinces, the Mackenzie Scheme continued to make steady progress. 5,659 students obtained the Pass Certificate in Sanitation and First-Aid, 1,148 the First Re-examination Certificate and 302 the Second Re-examination Certificate. There were altogether 7 Ambulance Divisions and 18 Cadet Divisions.

In the Punjab, every pupil teacher is a member of the Indian Red Cross. All the students in the training schools are given training in Scouting and First-Aid.

In Bihar, like last year, 17 high schools had Junior Red Cross Groups. 1,246 students received instruction in First-Aid and 454 qualified for certificates, 15 for vouchers and 4 for labels during the year.

In the Central Provinces, the number of St. John's Centres remained at 16 but the membership increased from 296 to 324. 133 students appeared at the 'Trained Teachers' Certificate Examination held in April 1938, and 124 passed. In so far as the Junior Red Cross is concerned, 22 new groups were enrolled raising the total to 546 and the membership to 18,529.

It is reported from Assam that nearly every high and middle school and some primary schools in Surma Valley have Junior Red Cross Groups and that Ambulance classes continued to be held in most of the Government high schools in the province.

In the North-West Frontier Province, 203 students attended classes in Home Hygiene of whom 143 passed, and 513 in First-Aid with 291 declared successful. The Junior Red Cross Group at the Government High School, Abbottabad continued to be the only active group in the province.

In Sind, 206 students appeared for the First-Aid examinations and 148 passed. The Junior Red Cross Movement continued its progress. The number of groups rose from 184 to 278 and of members from 7,203 to 11,197.

In Orissa, of the 388 students presented for the First-Aid examinations, only 87 got certificates. The Junior Red Cross Movement is reported to have made steady progress during the year and the number of groups rose from 4 to 26.

In Delhi, the number of Red Cross Groups increased by 3 to 114, with a membership of 11,754. In Ajmer-Merwara also, training in Ambulance and Red Cross was given in various institutions.

**Boy Scouts.**—The Baden-Powell Movement received a set back, as it did the previous year, owing to the fact that certain groups transferred their allegiance to the Hindustan Scout Association.

In Madras, the strength came down from 21,000 to 18,000 but the decrease, it is reported, did not affect the high level of efficiency of individual units. With effect from the 1st September 1938, the Madras Branch of the Seva Samiti Boy Scout Association transformed itself into the Hindustan Scout Association.

In Bombay, a Hindustan Scout Association for the province was constituted. Under this Association, the strength of all ranks amounted to 20,813, and under the Boy Scout Association, which also continued to function during the year, a total membership of between 18,000 to 20,000 was maintained.

In Bengal, the number of scouts decreased from 11,265 to 10,306, of rovers from 709 to 632, of troop officers from 542 to 600, and of local association officers from 157 to 152, but that of cuba rose from 5,948 to 6,428 and of pack officers from 296 to 341. As last year, the Provincial Boy Scout Association distributed a sum of Rs. 4,000 to Government and non-Government schools for the development of the scout movement.

In the United Provinces, the Seva Samiti Boy Scouts' Association merged into the Hindustan Scout Association from September 1938. The Association is reported to be expanding and 962 scout masters and 560 workers for rural areas were trained. The membership of the Baden-Powell Boy Scouts' Association decreased by 32,023 to 32,419.

In the Central Provinces, the payment of the budgeted grant of Rs. 9,700 was transferred from the Provincial Boy Scouts' Association to the Hindustan Scout Association of the province. In October 1938, this Association had an enrolment of 50,000.

In the North-West Frontier Province, the number of scouters and scouts of all ranks went up by 94 to 6,053.

In Sind, the cubs increased from 2,890 to 3,821, but the scouts decreased from 3,500 to 3,877, while all others, viz., rovers, officers, etc., increased by 171 to 792.

Orissa has reported that the Baden-Powell and the Hindustan systems of scouting thrived side by side in a large number of institutions, and that three camps were organised by the Hindustan Scout Association. This Association received Rs. 2,000 as Government contribution.

In Delhi, the number of members of the Scouting Association rose from 2,035 to 2,131.

In other provinces also, *viz.*, Punjab, Bihar and Assam, the scouting movement continued to make progress.

As usual, the scouts kept up their popularity with the public by rendering valuable social service of various kinds.

*Girl Guides.*—This movement continued to gain in popularity in almost all the provinces, but it is reported from Bombay that as a result of the formation of a Girl Scouts Section by the Hindustan Scout Association, the majority of the companies and flocks in Gujarat and the Konkan and those in the Bombay Municipal schools were either closed down or disaffiliated from the Girl Guides' Association. The Girl Scouts' Section of the Hindustan Scout Association gained a strength of 2,207 girl scouts, while the original movement decreased from 7,032 to 5,949 during the year under report. A grant of Rs. 2,000 was paid to the Girls' Section of the Hindustan Association but no grant was made to the original Association.

